

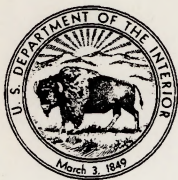
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UNITED STATES 1991
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F.Y. 1991

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BUREAU OF LAND MANAGEMENT

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Fiscal Year 1991 Budget Justifications

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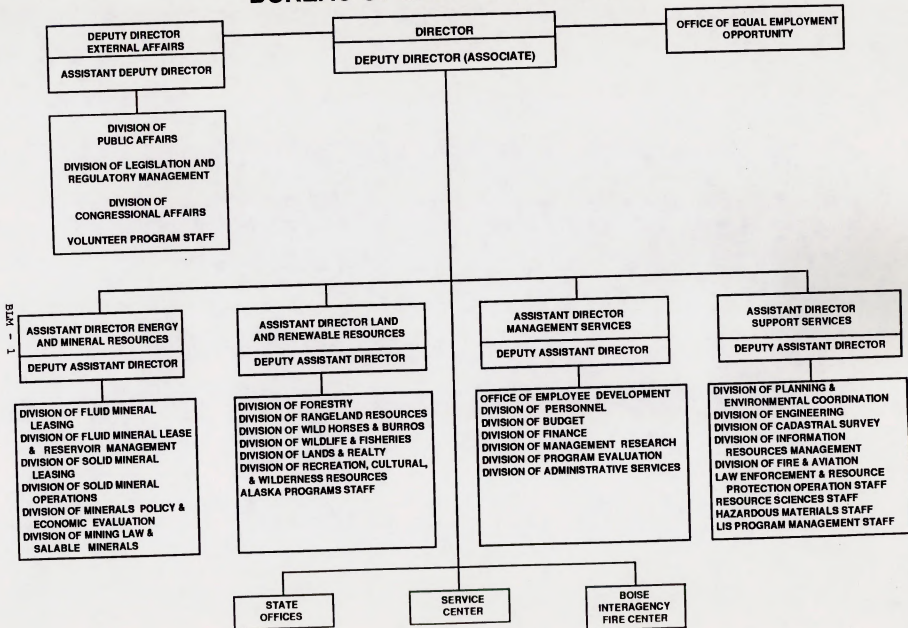
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BUREAU OF LAND MANAGEMENT



THE HISTORY OF THE COUNTY OF MIDDLESEX

By JOHN G. CAMPBELL, Esq.

Author of "The History of the County of Middlesex," &c.

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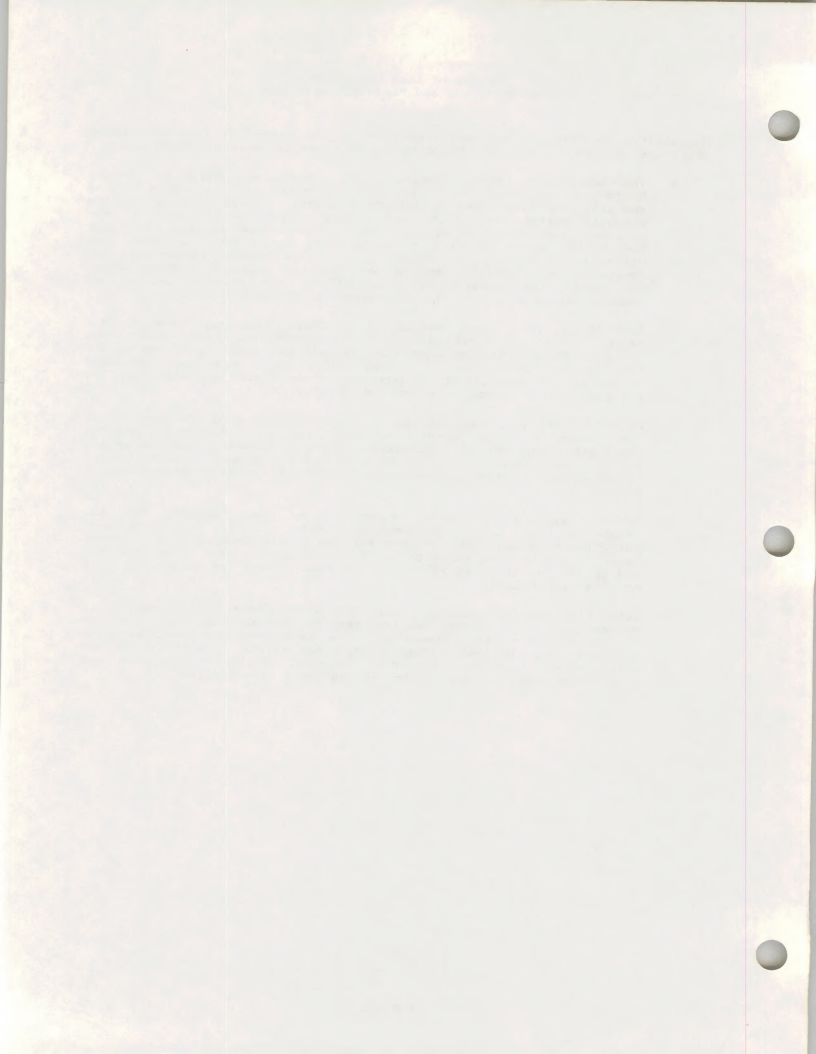
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Bureau of Land Management
Headquarters and Field Organization

Organization - The programs and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

- a) The Headquarters Office, consisting of the Bureau Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart). These offices provide national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the Public Land; maintain contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provide centralized administrative direction and procedures for Bureauwide activities.
- b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management programs within the States under their jurisdictions, for providing delegated technical and administrative services within their jurisdictions, and for supervising subordinate District Offices.
- c) District Offices (58), each headed by a District Manager who reports to the State Director, have responsibility for directing program implementation, support operations, land use planning, administrative support, and supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas.
- d) Resource Areas (140), each headed by an Area Manager who has responsibility for implementing BLM's total on-the-ground, multiple-use management programs for the Public Land in that Resource Area, including user contacts at the local level. All major planning and operational actions affecting the Public Land are handled by this organizational level.
- e) Bureauwide support offices (2): the Service Center (SC), located in Denver, CO, and headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director, provides training, logistical support and aviation management services for the Bureau's fire program.



General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the BLM and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731).

The BLM Mission

The BLM's mission and primary objective is to manage the Public Land and its many resources under the concepts of multiple-use and sustained yield to provide the maximum public benefit from these National resources. BLM's concept of stewardship emphasizes conservation and wise use of these resources, and achieving the optimum combination of balanced and diverse uses which also considers long-term needs of future generations.

BLM is responsible for carrying out the full range of programs for the conservation, development, and management of both surface and mineral resources on approximately 270 million acres of Public Land located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. Also, BLM administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

Multiple-use Stewardship of the Public Land

Because of factors such as the growing population in the western region of the United States, the increasing mobility and leisure time available to many Americans, and the growth of tourism in the economic picture of the western states, the Public Land managed by BLM is rapidly being discovered by more people, becoming more visible on a national level, and is being subjected to more intensive use pressures and conflicts. Additional responsibilities which have been placed on the BLM through recent legislation also reflect the recognition of the Public Land as a valuable resource base needing management and protection. Consequently, these new mandates contribute to the intensified pressures to provide adequate resources to BLM for program management of the Public Land for multiple use. Concurrently, heightened public controversy concerning resource decisions for the Public Land has resulted in lawsuits which often challenge the concept of multiple-use land management.

These trends indicate that a greater investment in the management and protection of the Public Land and its resource values is needed to preserve multiple-use management as a viable land management concept in the future, and to ensure the continuation of proper resource development. Unless a publicly acceptable diversity of land and resource uses can be maintained, future flexibility in resource policy decisions and utilization alternatives for the Public Land will be rapidly foreclosed.

A key element in the Nation's ability to maintain options for future decisions regarding Public Land uses is the BLM's capability to manage these lands and resources adequately, both now and in the future. This means that BLM's programs must be funded at levels which will achieve adequate on-the-ground management, resource analysis, decision-making, and use supervision for the many resources under BLM stewardship. The 1991 Budget seeks to move in this direction for BLM.

The renewable resources of the Public Land are managed by BLM to meet the Nation's needs for domestic sources of food, fiber, timber, and wildlife on a sustained yield basis, and to make significant contributions to national, regional and local economies which depend upon Public Land resources. With respect to nonrenewable resources, such as oil, gas and other minerals, the BLM goal is to provide a secure domestic source of energy and strategically important nonenergy minerals, to encourage orderly and timely development by the private sector, and to obtain fair market value return to the Federal Government. BLM manages the Public Land with these interests in mind as well as with concern for environmental protection, service to the public, and opportunity for public involvement in the development of BLM plans, managerial considerations, and regulations.

The Public Land also provides many opportunities for direct human use and enjoyment through recreational, ecological, historical and cultural, scientific, and other nonconsumptive activities. BLM is responsible for managing nationally significant specially designated areas throughout the West and Alaska, including several National Conservation Areas, one National Recreation Area, numerous Outstanding Natural Areas and National Natural Landmarks, segments of many Wild and Scenic Rivers and National Trails, and components of the National Wilderness Preservation System. In concert with this component of multiple-use, BLM also has the responsibility to manage the public recreational visitor use on these lands, and to enforce Federal laws and regulations governing the use of the Public Land.

1991 Budget Initiatives

The 1991 President's Budget involves BLM directly in activities to implement President Bush's *"America the Beautiful"* Initiative by providing additional funding to BLM for achieving objectives under BLM strategic plans such as *Recreation 2000* and *Fish and Wildlife 2000* as well as land acquisition and construction projects for recreation use and wetlands protection. All *"America the Beautiful"* programs, other than land acquisition, comprise "Legacy 99", a multi-year effort to protect and enhance the natural and cultural resources managed by the Department of the Interior. The 1991 President's Budget also proposes additional funding to BLM for global climate change research, additional emphasis on drug law enforcement, and expanded opportunities for volunteer assistance and private sector partnerships in direct concert with the President's initiative of a "Thousand Points of Light".

The 1991 budget also includes additional funding to BLM to advance Secretary Lujan's complementary *Maintaining Infrastructure - Legacy 99 Initiative* to improve the condition of the Department of the Interior's facilities, and the Secretary's *"Excellence in Education"* Initiative.

America The Beautiful

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called *"America the Beautiful"*. The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Under the Interior Department's portion of the *"America the Beautiful"* program, comprising land acquisition and "Legacy 99", funding is proposed in 1991 for increased BLM land acquisition; BLM recreation resources management and wildlife habitat management programs, including proposed increases in funding over the 1990 adjusted appropriation level; and for certain construction projects that benefit the conservation of these natural resources or enhance recreational opportunities for the public on the Public Land.

If the program is approved by the Congress, the BLM will receive an allocation of funds from the new Departmental *America the Beautiful* account that will allow it to administer these activities at an enhanced funding level in 1991. The following programs will receive a total funding increase of \$18.8 million over the 1990 adjusted appropriation level:

Land Acquisition	+ \$11.7 million
Management of Lands and Resources (Recreation and Wildlife programs)	+ \$ 6.9 million
Construction	+ \$ 0.2 million

Within the BLM's multiple-use resource management mix, the foundation for the *"America the Beautiful"* Initiative will be the expanded implementation of two BLM strategic plans - *Recreation 2000* and *Fish and Wildlife 2000*. Through its recreation resource management program, the BLM provides for the enjoyment and use of the Public Land for recreational purposes and protects the natural and cultural resources from indiscriminate human activity, and ensuring a safe, educational and satisfactory recreational experience for the using public. The BLM wildlife habitat management program maintains the fisheries and wildlife habitats and threatened and endangered species protection efforts for this heritage on the Public Land through better protection of fish and wildlife habitats.

Other Administration Initiatives

The 1991 President's Budget includes a volunteers and partnerships initiative to enhance volunteer assistance and to expand partnerships with the varied, voluntary private sector organizations for the benefit of Public Land management, in line with President's "Thousand Points of Light" theme. This initiative will employ a variety of approaches to forming new partnerships, and increasing the number of volunteers and volunteer projects on the Public Land, and proposes an increase of \$2.0 million for the BLM.

The global climate change research initiative supports the President's objective of understanding the effects of global climate change on the Nation's varied ecosystems through systematic data collection and analysis. A total increase of \$2.4 million is requested for BLM.

In the Mining Law Administration program, the Administration is proposing the establishment of a \$100 per claim annual holding fee for each mining claim on Federal land in lieu of the \$100 worth of annual assessment work required by the General Mining Law of 1872. This fee will improve the administration of the annual filing requirements under FLPMA as well as benefit natural resources by reducing on-the-ground impacts. In place of the direct appropriation of funds to BLM to administer the mining law program, the funds for operation of the program will be derived from a portion of the holding fee revenue collected. The total amount expected to be available for program operations in 1991 is \$19.5 million.

Under the President's "War on Drugs" program, the 1991 President's Budget provides for a continued implementation of the Department's Drug Enforcement Policy and the BLM's multipronged strategy for interdiction of drug activities on the Public Land, and increased funds for an incident reporting system.

Maintaining Infrastructure - Legacy 99 Initiative

The 1991 President's Budget also proposes a major *Maintaining Infrastructure - Legacy 99* Initiative to commemorate the 150th Anniversary of the Department of the Interior, and to leave a legacy of improved conditions at public lands and facilities to the Nation as we enter the 21st Century. This initiative complements the "Legacy 99" component of *"America the Beautiful"*.

With this initiative and the additional funding sought, Secretary Lujan is proposing to begin a stepped-up program to repair and rehabilitate the facilities of the Department, a long-term effort to substantially reduce the backlog of rehabilitation projects, including the repair of unsafe dams and the clean up of hazardous materials, and improved maintenance of facilities. For BLM, an increase of \$19.1 million over the 1990 adjusted appropriation level is being requested for additional maintenance of buildings, recreation sites, roads, and signing on the Public Land; and for studies and clean-up actions by the hazardous materials program.

Excellence in Education

This initiative, Excellence in Education, supports the President's goal of raising the standard of education in America. The Department has a variety of non-Indian education programs for the general public regarding the Nation's natural resources. For BLM, a total of \$2.4 million is being proposed for the excellence in education effort, an increase of \$1.4 million over the base for expansion of the Resource Apprenticeship Program for Students, expanding the Historically Black Colleges and Universities program, and for increasing BLM's ongoing environmental education and multiple-use resource education efforts, all of which expose young people, including disadvantaged youth, to various aspects of natural resources management.

PILT

The 1991 President's Budget continues to provide \$105 million for the Payments In Lieu of Taxes (PILT) program, the same level as 1990 enacted appropriations, to make payments to local governments which contain certain areas of tax-exempt Federal lands.

Oregon and California (O&C) Grand Lands

The 1991 Budget continues efforts in the "Oregon and California (O&C) Grant Lands" appropriation directed toward improving multiple-use management of these extremely valuable timber lands in western Oregon, and to address the critical and highly controversial issues related to the management of the old growth timber stands and other significant resources such as wildlife habitat.

Other BLM Initiatives

In addition to the major initiatives discussed above, the 1991 Budget includes major requests for funding increases to support multiple-use management objectives in the following programs:

For the Range Management, and Soil-Water-Air Management programs, a total increase of \$1.6 million which will directly lead to the improvement of both riparian areas and upland ranges. Riparian areas are emphasized in these programs and in the wildlife program because even though these areas constitute only a small portion of the Public Land, they can be among the most productive for vegetation to meet streamside and soil stabilization, increased water flow, and improved wildlife habitat objectives through proper management.

The Automated Lands and Minerals Records System (ALMRS) will receive a net increase of \$3 million to a total proposed 1991 level of \$26 million to permit the BLM to proceed with the development and implementation of this important records automation effort, which serves the public, industry, and local governments as well as BLM and other Federal agencies.

For Cultural Resources Management, an increase of \$1.5 million is proposed for additional management and protection of some of the most valuable and vulnerable cultural resource properties on the Public Land.

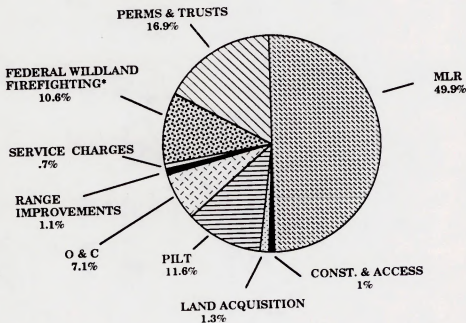
Summary of 1991 Budget Estimate

The 1991 Budget Estimate for the BLM is \$989.0 million and 11,426 FTE under Current Law. The 1991 Estimate includes \$833.1 million requested for appropriations to be currently enacted, a decrease of \$145.5 million from the 1990 Adjusted Appropriation, which is mostly the result of having funds for repayment of prior year fire costs included in the 1990 Appropriation. The 1991 Estimate includes \$165.6 million and 1,933 FTE for the Federal Wildland Firefighting account which provides for fire program funding on all Department of the Interior administered lands. Over \$30 million of one-time O & C Grant Lands "excess receipts" amounts were also included in the 1990 Appropriation. If these one-time items are eliminated from the comparison, the 1991 Estimate for current appropriations is an increase of \$28.8 million over the comparable 1990 funding.

The Budget Estimate also includes \$155.9 million for Permanent Appropriations and Trust Fund accounts, a decrease of \$132.0 million from the 1990 Adjusted Appropriation. The 1990 level includes the one-time appropriation of \$150.8 million to fund the Cook Inlet Region, Inc. (CIRI) property account. Without this one-time item, the 1991 Estimate is an increase of \$18.8 million over the comparable 1990 estimate.

THE 1991 BUDGET JUSTIFICATION

Proportion of Total Request by Appropriation
(Numbers represent percent of total)



* Firefighting BLM Share Only

In addition to the appropriations requested under Current Law, the 1991 President's Budget proposes the establishment of a Departmentwide *"America the Beautiful"* account as part of the President's *America the Beautiful* Initiative and proposed legislation. Under the proposed legislation, funding for the BLM's current Recreation Resources Management and Wildlife Habitat Management programs would be transferred from the BLM's "Management of Lands and Resources" appropriation to the new Departmentwide account. Also, the BLM "Land Acquisition" account and part of the BLM "Construction" account would be funded from the Department's *"America the Beautiful"* account. The BLM would receive an allocation of funds from the Department account to operate these programs on the Public Land. Under the proposed law portion of the 1991 President's Budget, these programs would also receive a total increase of \$18.8 million in the *"America the Beautiful"* account, and these additional funds would also be allocated to BLM. These changes are indicated under the "Proposed Law" portions of the following tables.

Including the requested increase of \$18.8 million for the *"America the Beautiful"* items, the total funding for BLM in the 1991 Estimate is \$1,007.8 million, an increase of \$66.4 million (+ 7%) over the comparable 1990 funding level.

Details for each BLM appropriation account are found on the following table:

Comparison of the 1991 Estimate with the 1990 adjusted appropriations:

(dollars in thousands)

Appropriation		1990 Adjusted Approp.	1991 Estimate	Inc. (+) or Dec. (-)
<u>Current Law:</u>				
Management of Lands and Resources	\$ (FTE)	435,914 (7,579)	459,464 (7,416)	+23,550 (-163)
Construction and Access	\$ (FTE)	5,882 (40)	8,683 (40)	+2,801 (---)
Payments In-Lieu of Taxes	\$ (FTE)	105,000 (1)	105,000 (1)	--- (---)
Oregon and California Grant Lands	\$ (FTE)	94,040 (1,330)	65,536 (1,218)	-28,504 (-112)
Land Acquisition	\$ (FTE)	12,556 (20)	12,556 (20)	--- (---)
Range Improvements	\$ (FTE)	9,404 (87)	10,188 (87)	+784 (---)
Services Charges, Deposits, and Forfeitures (Indefinite)	\$ (FTE)	6,000 (83)	6,000 (83)	--- (---)
Miscellaneous Trust Funds (Current, Indefinite)	\$ (FTE)	99 (20)	100 (20)	+1 (---)
Federal Wildland Firefighting 1/	\$ (FTE)	309,688 (1,884)	165,585 (1,933)	-144,103 (+49)
Total, Current Appropriations Requested --- <u>Current Law:</u>	\$ (FTE)	978,583 (11,044)	833,112 (10,818)	-145,471 (-226)
<u>Permanents and Trust Funds:</u>				
Special Acquisition of Lands & Minerals (Borrowing Authority)	\$ (FTE)	1,300 (---)	1,300 (---)	--- (---)
Operations and Maintenance of Quarters	\$ (FTE)	250 (3)	250 (3)	--- (---)
Miscellaneous Permanent Appropriations	\$ (FTE)	134,933 (80)	153,722 (80)	+18,789 (---)
Cook Inlet Region, Inc. (CIRI) Property Account	\$ (FTE)	150,825 (---)	--- (---)	-150,825 (---)
Miscellaneous Trust Funds (Permanent)	\$ (FTE)	600 (28)	600 (28)	--- (---)
Total, Permanents & Trusts	\$ (FTE)	287,908 (111)	155,872 (111)	-132,036 (---)
Reimbursements and Other Accounts	(FTE)	(193)	(468)	(+275)
Budget Authority, Total BLM --- <u>Current Law:</u>	\$ (FTE)	1,266,491 (11,348)	988,984 (11,397)	-277,507 (+49)

1/ Firefighting Account includes \$ and FTE for BLM, BIA, NPS, and FWS.

Comparison of the 1991 Estimate with Current Law and the 1990 levels:

(dollars in thousands)

Proposed Law:

America the Beautiful

		[Current Law]	[Total Amount]	[Change from 1/ Current Law]
Allocation from Dept's "America the Beautiful" (ATB) account	\$	[36,619]	[43,539]	[+6,920]
To: [Management of Lands and Resources]	(FTE)	[(681)]	[(774)]	[(+93)]
To: [Construction and Access]	\$	[1,238]	[1,445]	[+207]
To: [Land Acquisition]	(FTE)	[(---)]	[(---)]	[(---)]
	\$	[12,556]	[24,278]	[+11,722]
	(FTE)	[(20)]	[(30)]	[(+10)]
Total Requested for BLM-- <u>Proposed Law</u> :	\$	[50,413]	[69,262]	[+18,849]
	(FTE)	[(701)]	[(804)]	[(+103)]
Total BLM Amounts (incl. ATB allocations) requested under Proposed Law:		1990 Adjusted	1991 Estimate	Inc (+) or Dec. (-)
[Management of Lands and Resources]	\$	435,914	466,384	+30,470
	(FTE)	(7,579)	(7,509)	(-70)
[Construction and Access]	\$	5,882	8,890	+3,008
	(FTE)	(40)	(40)	(---)
[Land Acquisition]	\$	12,556	24,278	+11,722
	(FTE)	(20)	(30)	(+10)
Other Current Accounts	\$	524,231	352,409	-171,822
	(FTE)	(3,405)	(3,342)	(-63)
[Total, Current Appropriations plus "ATB" allocations requested--- <u>Proposed Law</u> :	\$	978,583	851,961	-126,622
	(FTE)	(11,044)	(10,921)	(-123)
Total, Permanents, Trusts, and Reimbursements 2/	\$	287,908	155,872	-132,036
	(FTE)	(304)	(599)	(+295)
[Budget Authority + ATB, Total BLM --- <u>Proposed Law</u> :	\$	1,266,491	1,007,833	-258,658
	(FTE)	(11,348)	(11,500)	(+152)

1/ The amounts in Brackets [] represent proposed law.

2/ Only FTE are included for Reimbursements; no dollars are represented.

RECEIPTS

In 1991, BLM will collect an estimated \$473.8 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and other miscellaneous sources. In addition, BLM activities contribute directly toward the generation of more than \$1 billion in receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These receipts are accounted for and disbursed by the Minerals Management Service).

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the BLM in 1987, 1988 and 1989 and the estimated receipts for 1990 and 1991, by source.

(dollars in thousands)

	1987	1988	1989	1990	1991
	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Estimate</u>	<u>Estimate</u>
Sales, Public Land and Materials	\$ 8,289	\$ 6,349	\$ 15,192	\$ 22,000	\$ 22,000
Noncompetitive Filing Fees	16,619	6,573	0	1,500	1,500
Registration and Misc. Filing Fees	1,676	2,621	2,560	950	950
Mineral Leasing 1/	1,579	399	801	900	900
Grazing Fees	14,449	16,321	17,821	18,955	18,826
Timber Sales	152,782	241,008	253,281	272,000	314,300
Recreation Use Fees	1,028	1,143 2/	1,413	1,300	1,400
Miscellaneous Receipts, Services Charges & Fees	<u>26,662</u>	<u>25,125</u>	<u>24,013</u>	<u>16,960</u>	<u>114,260 3/</u>
Total	\$223,084	\$299,539	\$315,151	\$334,565	\$473,836

- 1/ Most collection functions were transferred to Minerals Management Service in 1984. The BLM continues to collect rental fees for oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act.
- 2/ Approximately \$206 thousand of this amount was collected and deposited into the old LWCF account and the balance into the new recreation receipts account established by the Omnibus Budget Reconciliation Act of 1987. (See discussion of recreation receipts).
- 3/ Includes estimated total of \$97.5 million in receipts from "mining claim holding fees" to be collected under proposed legislation. This includes an estimated \$78.0 million of receipts net to Treasury, \$7.5 million for reimbursement to BLM for processing the holding fees and \$12.0 million to be used by BLM for administration of the Mining Law Program.

Receipts by Source -- Descriptions

1. **Sale of Public Lands and Materials** - This category includes receipts from the sale of public lands and materials with the following exceptions:
 - a. sale of timber from the public domain;
 - b. sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) lands;
 - c. sale of lands and materials from Land Utilization (LU) project lands;
 - d. sale of lands and materials from Reclamation lands (reserved or withdrawn); and
 - e. sale of townsites and reclamation projects.
2. **Noncompetitive Filing Fees** - An estimated \$1.5 million per year in noncompetitive filing fees will be collected in 1990 and 1991. These fees result from issuing leases "over-the-counter" that are not leased when offered competitively. This method of leasing was specified in the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (Sec. 5101, P.L. 100-203).
3. **Registration and Filing Fees** - This category includes fees received for filing or recording documents; charges for registration of individuals, firms or products; and requests for approval of transfer of leases or permits of interest. Based on historical data, approximately \$1,700,000 in registration fees has been collected annually, including \$750,000 (based on 1989 Estimates), attributed to collections for administration of the mining laws. Beginning with 1990, the total estimated collections were reduced to \$950,000 because the FY 1989 Interior Department Appropriations Act included a provision that permanently provided that all receipts from processing activities associated with the General Mining Laws shall be available to BLM as reimbursement for program operations. The mining law related fees are estimated to be \$5.5 million in 1990, however, these fees are not included in the receipts calculations because they are direct reimbursement to the BLM "Management of Lands and Resources" appropriation.
4. **Mineral Leasing** - This category involves receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on Public Land and acquired lands administered under the Mineral Leasing Act (MLA) and the Acquired Lands Leasing Act. The Minerals Management Service (MMS) assumed responsibility for collection and distribution of most mineral leasing royalty and rental receipts in 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing, but deposits these receipts directly into MMS accounts. The BLM also collects rental fees for oil and gas pipeline rights-of-ways associated with lands leased under the MLA.
5. **Grazing Fees** - From 1978 through 1985 grazing fees were based on a formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The statutory authority for this formula expired on December 31, 1985. On February 14, 1986, the President issued Executive Order (EO) 12548 directing the use of the PRIA formula which includes forage value index, private lands lease rates, beef cattle prices and the price paid to ranchers for finished beef cattle, and also provides that the fee shall not be less than \$1.35 per animal unit month. Based on the EO, the fee for 1986 and 1987 was \$1.35 per AUM.

Regulations were published on February 2, 1988 which established rulemaking processes for and provided notice of the grazing fee beginning March 1, 1988 and the future. These regulations continue the grazing fee formula established by the Public Rangelands Improvement Act (PRIA) and EO 12548. Based on this formula, the fee for 1988 was \$1.54 per AUM, 1989 was \$1.86 per AUM and the fee beginning March 1, 1990 will be \$1.81 per AUM.

The 1991 receipt estimate is based on a continuation of the \$1.81 per AUM fee.

Grazing fees are collected into the following accounts:

- a. Receipts from Land Utilization (LU) Lands, BLM. Includes receipts from mineral leasing and for grazing livestock on LU project lands which were acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by EOs 10787 and 10890 for administration by BLM under Section 15 of the Taylor Grazing Act (TGA). Total fees from this source constitute approximately 10 to 12 percent of total grazing receipts.
- b. Receipts from Grazing, etc., Public Land Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:
 - o Receipts from Public Land leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 and LU lands transferred to the Department of the Interior by EOs 10046, 10234, and 10322 to be administered according to section 15 of TGA;
 - o Receipts collected by other agencies under cooperative agreements; and
 - o Crossing fees and trespass collections for Section 15 lands. Excludes grazing receipts from O&C and Coos Bay Wagon Road (CEWR) lands and LU lands transferred by EOs 10787 and 10890 and receipts covered by other laws.

Fees from this source constitute about 12 to 13 percent of total grazing receipts.

- c. Receipts from Grazing, etc., Public Land Within Grazing Districts, BLM. Includes grazing receipts from Public Land within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EOs 10787 and 10890, and crossing fees and trespass collections from Section 3 lands. Fees from this source constitute about 75 to 78 percent of total grazing receipts.

Fifty percent of all grazing receipts collected from Public Land administered under the Taylor Grazing Act, and all receipts from LU lands under BLM jurisdiction are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act and PRIA, when appropriated by Congress, these funds are available until expended for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected in the previous fiscal year.

6. **Timber Sales** - Included are receipts from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road Lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, such as housing construction, and legislative and administrative factors.

TIMBER RECEIPTS 1987-91

(dollars in thousands)

	<u>Actual</u>			<u>Estimate</u>	
	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
Oregon and California Grant Lands	\$136,844	\$217,740	\$219,822	\$243,800	\$282,200
Coos Bay Wagon Road Lands	4,906	9,453	15,163	10,800	12,400
Public Domain (incl. western Oregon)	<u>11,032</u>	<u>13,815</u>	<u>18,296</u>	<u>17,400</u>	<u>19,700</u>
Total	\$152,782	\$241,008	\$253,281	\$272,000	\$314,300

The higher level of receipt estimates for 1990 and 1991 reflects a continued high levels of timber harvesting which exceeds the sale offering level. This high harvest level results in a declining "reserve" of sold but unharvested timber which subsequently results in an escalation of the sale value of timber. The continuation of the controversies associated with the issues of "old-growth" and spotted owls has resulted in a reduction of the available timber to be offered; however, it is estimated that the shortage of timber volume will contribute significantly to increasing the price of timber sold, thereby increasing the total receipts. The high harvest levels are also due to the continued salvage harvesting of the fire damaged timber, the continued accelerated cutting of "buy-out" timber due to strong market conditions as well as the uncertainties of the future timber supply due to the potential listing of the spotted owl as "threatened".

7. **Recreation Use Fees** - Recreation use fees are collected primarily from competitive events, commercial recreation users, such as off-road vehicle (ORV) events and river rafting outfitters, and from camping at developed facilities. The increase in receipts beginning in 1986 resulted from higher fees charged to permittees, resulting from the phase-in of regulations in 43 CFR, Part 8370, and from increased recreation use. As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203), receipts from recreation fees are deposited into a special BLM account and are available for appropriation to BLM to assist in covering management and maintenance costs. The funds are appropriated to BLM as part of the "Management of Lands and Resources" account. Prior to December 22, 1987, recreation user fees were deposited in the Land and Water Conservation Fund and were not available for appropriation to the BLM.

8. **Miscellaneous Receipts** - There are six major categories of miscellaneous receipts not otherwise classified:

- a. Rent of land (for commercial, industrial and residential purposes);
- b. Revenues from special program services such as road maintenance and use fees, rights-of-way application processing fees, wild horse and burro fees collected from adopters; fees charged to timber sale purchasers when BLM performs work required by the contract, and copy fees;
- c. Fines, penalties and bond forfeitures;
- d. Annual rentals from rights-of-way permits;
- e. Contributions; and
- f. Holding Fees for mining claims. Appropriation language to authorize this collection of revenue is included in the proposed Administrative Provisions of BLM's 1991 Appropriation language. The amount estimated for collection (\$97.5 million) is based upon an estimate of \$100.00 per mining claim. For additional detail refer to the Administrative Provisions section of the 1991 Justification.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1989 (Actual)

State	Mineral Leases and Permits 1/	Grazing Receipts Grazing Districts		Sale of Public Land and Materials	Other	Total
		Outside	Inside			
Alabama.....	---	---	---	57	---	57
Alaska.....	837,459	---	---	2,562	---	840,021
Arizona.....	10,097	93,554	85,351	20,628	---	209,630
California.....	14,728	115,067	18,364	101,388	---	249,547
Colorado.....	1,556	22,125	71,968	10,032	---	105,681
Idaho.....	1,264	25,860	175,970	29,563	---	232,657
Kansas.....	---	97	---	---	---	97
Minnesota.....	---	---	---	524	---	524
Mississippi.....	---	---	---	8	---	8
Missouri.....	---	---	---	274	---	274
Montana.....	2,598	106,652	120,134	16,710	427,909	674,003
Nebraska.....	---	513	---	1,285	---	1,798
Nevada.....	576	21,379	306,373	345,984 2/	---	674,312
New Mexico.....	159,487	172,818	259,805	24,565	11,398	628,073
North Dakota.....	307	7,260	---	423	---	7,990
Oklahoma.....	5,651 3/	111	---	452	---	6,214
Oregon.....	798	36,438	154,557	468,127	109,850,143 4/	110,510,063
South Dakota.....	98	53,848	---	218	---	54,164
Utah.....	11,726	254	170,874	31,599	4,165	218,618
Washington.....	---	19,373	---	9,706	---	29,079
Wisconsin.....	---	---	---	240	---	240
Wyoming.....	---	344,163	188,660	39,215	---	572,038
TOTAL	1,046,345	1,016,512	1,552,056	1,103,560	110,296,597	115,015,088

1/ The BLM continues to make payments on receipts from the National Petroleum Reserve - Alaska and other minor categories of mineral receipts even though Minerals Management Service has primary responsibility for mineral receipts collections.

2/ Includes \$257,329 for Burton-Santini Land Sales.

3/ Includes \$5,639 for Oklahoma Royalties

4/ Includes \$108.8 million from O&C Grant Lands and \$980,140 from Coos Bay Wagon Road timber receipts.

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The *Management of Lands and Resources (MLR)* appropriation, the largest of BLM's operating appropriations, funds a variety of activities essential to the development, management, and protection of the Public Land and resources (both surface and mineral) under the BLM's stewardship. These activities include energy and minerals management, lands and realty management, renewable resources management, resource management planning, information and resources data systems, resource protection and maintenance, emergency operations, and general administration.

1. *Energy and Minerals Management* involves the leasing and supervision, including the assessment of environmental impacts of proposed minerals development and the implementation of measures to mitigate any adverse environmental effects, of Federal and Indian oil and gas, coal, nonenergy minerals, geothermal, and oil shale resources; the administration of laws relating to mining on the Public Land; and the sale of mineral materials.

A. *Oil and Gas.* The BLM is responsible for management of 80,000 Federal oil and gas leases (19,000 producing) on 70 million acres and 9,000 Indian leases (3,800 producing). The program includes leasing and operations activities of oil and gas resources onshore, including resource evaluation, post-lease supervision and inspection and enforcement, lease adjustments, drainage detection, diligent development reviews of Indian mineral leases, and environmental assessment of oil and gas activities. The 1991 program emphasizes intensification of BLM's inspection and enforcement efforts on sensitive leases, and additional drainage detection reviews.

B. *Coal Management.* This program provides for leasing and management of about 33 percent of all coal resources in the United States. The major emphasis of the BLM program is on the active supervision of existing leases and producing operations through lease readjustments, diligent development reviews, inspection, enforcement and production verification.

C. *Mining Law Administration.* BLM is responsible for administering the laws relating to mining of hardrock minerals on the Public Land including the recordation of mining claims, environmental assessment and surface management compliance of ongoing mining activities, issuance of mineral patents, and other functions relating to mining activity on the Public Land. The 1991 program includes an Administration initiative to institute an annual holding fee of \$100 per claim on Federal lands, in lieu of the current requirement under the General Mining Law of 1872 for the accomplishment and recordation of \$100 worth of annual assessment work per claim. The proposal would also provide that the funding for the management of the Mining Law Administration program (in lieu of the amount direct appropriation) and for the administration of the collection and processing of the fees would be derived from a portion of the holding fee revenue.

D. *Other Minerals Resources Management.* BLM provides for leasing and supervision of certain other mineral resources such as potash, phosphate, geothermal, uranium, oil shale, and other leasable minerals on Public, Acquired and Indian lands; and for the management and sale of common variety minerals such as sand and gravel.

2. *Lands and Realty Management* programs provide the basic and fundamental lands and realty actions needed to support ongoing BLM and other agency land management programs as well as providing realty services affecting the Public Land to the public, industry, and state and local agencies.

A. **Lands, Realty and Rights-of-Way Management** includes the basic function of providing lands, realty and rights-of-way services to the public, State and local governments, and other Federal agencies. These services include authorizing land uses, authorizing rights-of-way, adjusting land tenure, operating and maintaining the existing manual system of official Public Land records and responding to public inquiries about Public Land status, use and availability. This program also involves the review, revocation, and processing of withdrawal and classification actions for Public Land. The 1991 program includes increases for additional exchanges in support of *Recreation 2000*.

B. **Alaska Lands.** BLM is responsible for conducting the special lands and realty functions for Federal Lands in the State of Alaska. This includes the continuation of transferring land title of large acreages to the State of Alaska and Native corporations, processing Native allotments, land exchanges, use authorizations and performing easement management.

3. **Renewable Resources Management** involves forest management; wild horse and burro management; rangeland management; soil, water and air management; wildlife and fisheries habitat management; and recreation management. These activities provide for the development, utilization, protection, and sustained yield management of the natural resources on the Public Land.

A. **Forest Management** provides for the management, development, and protection of approximately 1.8 million acres of public domain commercial forest land outside of western Oregon and about 20.5 million acres of woodlands. In 1991 the major emphasis continues to be the effort to improve the cost-effectiveness of the program. The output objectives in 1991 include the offering of 60 million board feet of timber sales, issuing 42,000 minor forest product permits, and reforestation of 2,300 acres.

B. **Wild Horse and Burro Management** ensures maintaining viable populations of healthy, free-roaming wild horses and burros in balance with available Public Land resources. At the 1991 program level the end-of-year population of wild horses and burros on the Public Land will be approximately 49,700 animals. The BLM will continue use of the regular Adopt-A-Horse program and plans to place 6,100 animals through adoption.

C. **Rangeland Management** provides for the orderly management and administration of the rangeland resources of the Public Land, including livestock grazing, under the principles of multiple-use and sustained yield, and consistent with appropriate livestock grazing management practices. The 1991 program increase emphasizes additional rangeland monitoring studies and the preparation and implementation of additional cooperative Allotment Management Plans to improve range condition on riparian areas and critical uplands.

D. **Soil, Water, and Air Management** includes functions such as soil surveys; improving water quality through land treatment or development of facilities; implementing management practices which enhance riparian areas; maintaining watershed management structures and facilities; documenting and applying for water rights for Public Land uses; and gathering soil, water and air quality data necessary to make resource management decisions. The 1991 program emphasizes increases in research to predict and understand the effects of land management on global climate change, increases to implement the BLM's riparian management strategy and preservation of wetlands, and efforts to identify and control nonpoint source pollution from Public Land watersheds.

E. **Wildlife Habitat Management** incorporates the previously described *America the Beautiful* initiative and both the current funding and proposed increases for this program are included in the initiative. The wildlife program includes BLM efforts for the protection, management, and improvement of fish and wildlife habitats for all species totally or partially dependent on the Public Land for food and shelter; cooperative management with other Federal and State wildlife agencies responsible for species management; and for the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. The 1991 program implements the objectives of the BLM's *Fish and Wildlife 2000* strategic plan and proposes increases for threatened and endangered species management, wetlands, fisheries habitat, challenge cost share, and critical habitat area management.

F. **Recreation Management** includes the activities that allow the use of the Public Land for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic, archaeological, and paleontological sites; and wilderness management.

(1) **Cultural Resources Management** focuses on protection, and management of cultural and paleontological resources on the Public Land. Emphasis in 1991 will be on increased protection of valuable and critically threatened cultural resources, implementation of the ARPA Amendments Act provisions of inventory and protection through public awareness, and physical protection measures at high priority sites.

(2) **Wilderness Management** includes management of wilderness study areas and designated wilderness areas as well as completing BLM recommendations for wilderness designation during 1991.

(3) **Recreation Resources Management** incorporates the previously described *America the Beautiful* initiative and both the current funding and proposed increases for this program are included in the initiative. The program focuses on steps to implement the BLM's strategic plan, *Recreation 2000*, to manage areas where recreation use is heavily concentrated, and facilitate extensive recreational use on the Public Land. Emphasis in 1991 will be on increased visitor services, resource protection, use management, plan preparation, and fee collection in intensively used areas, including National Conservation Areas, wild and scenic rivers, trails, off-road vehicle areas, and recreational resources in BLM Special Areas. BLM will also facilitate additional use of volunteer efforts.

4. **Resource Management Planning** provides for the development of resource management plans to provide a basis for decisions on energy and mineral production, renewable resources management, lands and realty actions, and wilderness studies, as well as to resolve conflicts involving other natural and cultural resources as well as environmental protection needs.

5. **Information and Resource Data Management** provides for the development of the BLM automated systems to support the management of the Public Land, and other Federal lands, and resources for which the BLM has responsibility or involvement, including the Automated Land and Mineral Records System (ALMRS); and for management of existing ADF and data information systems, and technical support to field offices.

A. **Information Systems Operation and Management** supports all aspects of the BLM's programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data. Emphasis in 1991 is on providing modernization of BLM automated systems.

B. Resource Data Acquisition and Management provides for the development and management of systems for the automation of data to provide field managers with information to use for better and more informed decision making. In addition, the Bureau's use of the closely related mapping sciences fields of photogrammetry, base mapping, and remote sensing technology are supported in both manual and automated modes.

C. Automated Land and Mineral Record System (ALMRS) provides for the continued development, data automation, testing, and implementation of the BLM's automated records system to serve the public, industry, local government and other Federal agencies' uses as well as BLM objectives.

6. *Resource Protection and Maintenance* includes cadastral surveying in both Alaska and the Lower 48 States; resource protection and law enforcement; facilities maintenance for buildings, roads, and recreation sites; and hazardous materials management on Public Land.

A. Alaska Cadastral Surveys are land boundary determinations performed to identify Federal lands as well as lands selected by the State for transfer under the Alaska Statehood Act, by Native corporations under ANCSA, Native allotments, land entitlements under the Alaska Native Claims Settlement Act, and other laws.

B. Other States Cadastral Surveys identify and monument Federal land boundaries and legal property descriptions which are prerequisite to all resource management activities and decisions. Primarily, this involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis is placed on the highest priority surveys needed in support of energy and minerals development, forestry, and realty program actions. In 1991 additional emphasis will be needed to identify boundaries of newly designated wild and scenic river segments.

C. Resource Protection and Law Enforcement provides for the enforcement of laws and regulations governing the protection of the Public Land through Bureau law enforcement personnel, including rangers, and cooperative agreements with State, local, and Federal law enforcement agencies. Emphasis is continuing on the implementation of the Departmental Drug Enforcement Policy, through cannabis eradication and enforcement actions to suppress manufacturing, possession, and distribution of illegal drugs on the Public Land. In 1991, additional efforts will be placed on implementing an interagency incident reporting system and drug law enforcement efforts.

D. Facilities Maintenance provides essential maintenance and engineering services in support of Bureau programs. Maintenance includes the care, upkeep, and protection of the investment in BLM buildings, roads, trails, and recreation sites. The 1991 program emphasizes additional maintenance of BLM facilities under the Secretary's *Maintaining Infrastructure - Legacy 99* initiative, the *Recreation 2000* initiative, and to protect the health, safety, and capital investments of BLM facilities.

E. Hazardous Materials provides for the identification, evaluation, and cleanup of hazardous materials sites on the Public Land. Emphasis in 1991 will be on conducting additional landfill audits and assessments, and monitoring of remediation efforts on several sites.

7. *Emergency Operations* includes emergency damage repair of facilities damaged or destroyed by fire or natural disaster, and support to control outbreaks of pests such as grasshoppers on the Public Land.

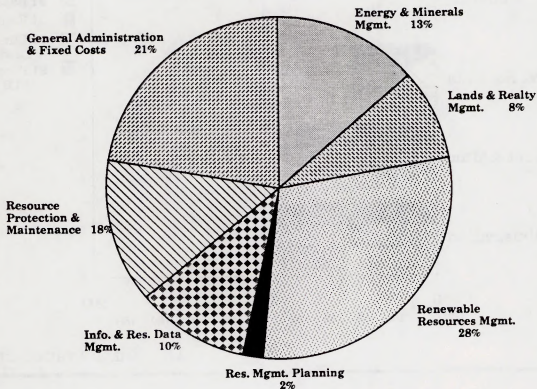
A. **Emergency Damage Repair** provides for the emergency reconstruction, replacement, or repair of aircraft, bridges, buildings, roads or other facilities damaged or destroyed by fire, flood or storm using the emergency authority provided in Section 101 of the annual Interior Appropriations Act.

B. **Grasshopper and Mormon Cricket Control** provides for action should severe outbreaks of infestations occur that would require control work on Public Land.

8. **General Administration** includes the BLM's executive and managerial direction costs, the equal employment opportunity program, aviation management program, and Bureauwide general administrative support services, including external affairs and public information services. Additionally, certain significant Bureauwide Fixed Costs such as office space leasing, postage, communications, unemployment and injured workers compensation, etc., are also funded under General Administration.

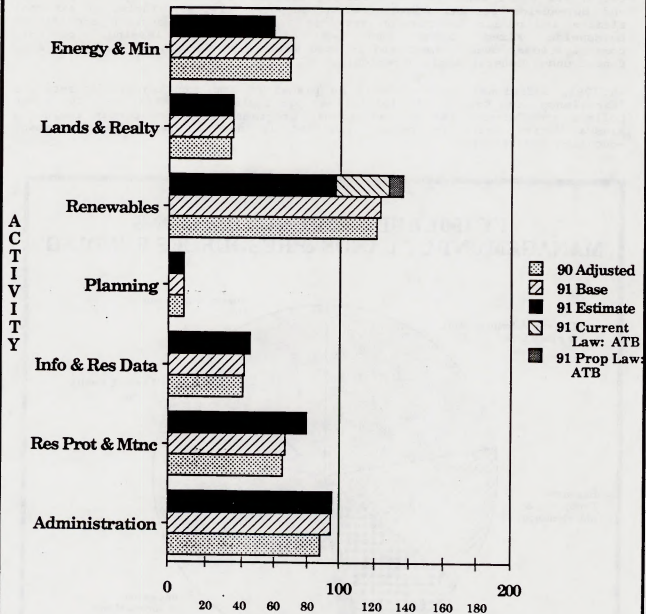
In 1991, additional emphasis will be placed on implementing the Secretary's "Excellence in Education" initiative particularly at Historically Black College and Universities and additional programs for young people including Alaska Native youth to become involved in natural resources management education and careers.

FY 1991 BUDGET JUSTIFICATIONS MANAGEMENT OF LANDS & RESOURCES FUNDING



MANAGEMENT OF LANDS AND RESOURCES

Dollars in Millions



ATB - AMERICA THE BEAUTIFUL

Appropriation Language Sheet

Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$442,084,000] *\$459,464,000*, of which the following amounts shall remain available until expended: not to exceed \$1,200,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), [\$22,903,000] *and \$26,000,000* for the Automated Land and Mineral Record System Project; [*]; Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors.]; and in addition, \$12,000,000 for Mining Law Administration program operations to remain available through September 30, 1991, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: Provided, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1991 so as to result in a final fiscal year 1991 appropriation estimated at not more than \$459,464,000; Provided further, That in addition to funds otherwise available, not to exceed \$7,500,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.*

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181, 1701 et seq., and 1901 et seq.; 78 Stat. 986; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Management of Land and Resources

1. Deletion: [*Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors*]

Based on public comments received in 1987 and 1988 on the proposal to establish procedures for the destruction of healthy, unadoptable animals, the BLM decided in 1988 against any form of destruction of healthy animals. Consequently, existing BLM policy forbids destruction of healthy animals which the BLM is committed to continue, and thus alleviates the need for this language.

2. Addition: *and in addition, \$12,000,000 for Mining Law Administration program operations to remain available through September 30, 1991, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: Provided, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1991 so as to result in a final fiscal year 1991 appropriation estimated at not more than \$459,464,000; Provided further, That in addition to funds otherwise available, not to exceed \$7,500,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.*

This provision establishes annual mining claim holding fees as the funding mechanism for the Mining Law Administration Program in lieu of the current direct appropriation. It allows the BLM to be credited with \$12,000,000 in advance of actual collections to enable the Bureau to continue its program responsibilities in the mining claim recordation, mineral patent examination, determination of validity, inspection and enforcement of mining operations, and other actions taken to administer the General Mining Laws and protect the Public Land. As holding fees are collected, the \$12,000,000 will be reduced as the fees are received during 1991 and credited toward this appropriation to result in a final 1991 Appropriation of not more than \$459,464,000. This provision also provides the BLM with an annual amount not more than \$7,500,000 for the costs of administering the mining claim holding fees, including collection, processing, recordation and adjudication of claim filing requirement of FLPMA and the Mining Laws. This amount, not to exceed \$7,500,000 will be available until expended.

Language to authorize the holding fee is included as proposed language in the Bureau's Administrative Provisions.

Appropriation Language Citations

Appropriation: Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$442,084,000] *\$459,464,000*, of which the following amounts shall remain available until expended: not to exceed \$1,200,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), [\$22,903,000] *and \$26,000,000* for the Automated Land and Mineral Record System Project; [Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors.]; and in addition, \$12,000,000 for Mining Law Administration program operations to remain available through September 30, 1991, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: Provided, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1991 so as to result in a final fiscal year 1991 appropriation estimated at not more than \$459,464,000; Provided further, That in addition to funds otherwise available, not to exceed \$7,500,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.

16 U.S.C. 594
30 U.S.C. 181 *et seq.*
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 *et seq.*
43 U.S.C. 1901 *et seq.*
78 Stat. 986

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

30 U.S.C. 181 *et seq.*, the Mineral Leasing Act of 1920, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359, the Mineral Leasing Act for Acquired Lands, provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land of the United States, or in anywise respecting such Public Land, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the Public Land and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the Public Land; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the Taylor Grazing Act of 1934, as amended, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the Public Land, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 *et seq.*, the Federal Land Policy and Management Act of 1976, provides for Public Land being retained in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Land and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Land, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1901 *et seq.*, the Public Rangelands Improvement Act of 1978, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple-use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

SUMMARY OF REQUIREMENTS

(dollars in thousands)

APPROPRIATION: MANAGEMENT OF LANDS AND RESOURCES

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990.....			7579	442084
REDUCTION PURSUANT TO P.L. 99-177.....				-6170
ADJUSTED APPROPRIATION, 1990.....	0	0	7579	435914
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177.....		6170		
ADJUSTMENT FOR IMPROVED ADMINISTRATIVE EFFICIENCIES.....		-1988		
ADJUSTMENT FOR STAFFING EFFICIENCIES.....	-27	-1417		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE.....		3108		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS.....		1238		
ADJUSTMENT FOR ONE ADDITIONAL PAY DAY IN FY 1991.....		1033		
ADJUSTMENT FOR DEPARTMENTAL WORKING CAPITAL FUND.....		-23		
ADJUSTMENT FOR WORKERS COMPENSATION PAYMENTS.....		1052		
ADJUSTMENT FOR RENTAL PAYMENTS TO GSA.....		2526		
ADJUSTMENT FOR FEDERAL FINANCIAL MANAGEMENT SYSTEM.....		1215		
ADJUSTMENT FOR A DRUG FREE WORKPLACE.....		134		
ADJUSTMENT FOR MAIL AND POSTAL SERVICE.....		-200		
TOTAL ADJUSTMENTS TO BASE.....			-27	12848
1991 BASE BUDGET.....			7552	448762
Program changes (Changes to base budget, detailed below).....			-136	10702
TOTAL REQUIREMENTS (1991 Estimate).....			7416	459464
PROPOSED LAW: AMERICA THE BEAUTIFUL.....			[+93]	[+6920]

Summary of Requirements

(dollars in thousands)

Comparison by activities/ subactivities	1989		1990		PL99-177		1990		1991		1991		Inc/Dec from 1990		Inc/Dec from 1990		Inc/Dec from 1991 Base	
	Actual	FTE	Enacted	Amount	Amount	Amount	Adj	Appr	Base	Amount	Estimate	Amount	FTE	Amount	Adj	Appr	FTE	Amount
MANAGEMENT OF LANDS AND RESOURCES																		
Energy & Minerals Mgmt.																		
Oil and Gas.....	1042	44760	1005	42975	-600	42375	1001	43259	1013	43706	8	731	1331	12	447			
Coal.....	192	9780	186	8917	-124	8793	185	8949	176	8286	-10	-631	-507	-9	-663			
Mining Law Administration.....	275	11220	275	11056	-154	10902	275	11140	0	0	-275	-11056	-10902	-275	-11140			
Other Mineral Resources Mgmt.....	172	8537	169	8489	-118	8371	168	8509	169	8771	0	282	400	1	262			
Subtotal	1681	74297	1635	71437	-996	70441	1629	71857	1358	60763	-277	-10674	-9678	-271	-11094			
Lands and Realty Management																		
Lands, Realty, and ROW Mgmt.....	571	23068	573	22916	-319	22597	571	23128	591	24078	18	1162	1481	20	950			
Alaska Lands Program.....	268	13661	279	13661	-191	13470	278	13749	274	13181	-5	-480	-289	-4	-568			
Subtotal	839	36729	852	36577	-510	36067	849	36877	865	37259	13	682	1192	16	382			
Renewable Resources Management																		
Forest Management.....	138	6685	130	6674	-93	6581	129	6718	129	6612	-1	-62	31	0	-106			
Wild Horse & Burro Management.....	156	14560	145	13598	-190	13408	144	13548	144	13548	-1	-50	140	0	0			
Range Management.....	793	34600	827	35796	-500	35296	824	36080	856	37558	29	1762	2262	32	1478			
Soil, Water, and Air Management.....	253	14471	276	15146	-211	14935	275	15181	283	18024	7	2878	3089	8	2843			
Wildlife Habitat Management.....	375	19985	391	22927	-320	22607	391	22993	391	22607	0	-320	0	0	-386			
Wildlife Habitat Mgt(AMB-Proposed law)										[418]	[25539]				[+27]	[+2932]	1/	
Recreation Management.....	508	25160	582	28749	-401	28348	582	28941	598	30102	16	1353	1754	16	1161			
Recreation Management (AMB-Prop. Law).										[356]	[18000]				[+66]	[+3988]	1/	
Subtotal	2223	115461	2351	122890	-1715	121175	2345	123461	2401	128451	50	5561	7276	56	4990			

Summary of Requirements

(dollars in thousands)

Comparison by activities/ subactivities	1989		1990		PL99-177	1990	1991		1991	Inc/Dec from 1990		Inc/Dec from 1990	Inc/Dec from 1991	
	FTE	Amount	FTE	Amount	Reduct.	Adj Appr	Base	Estimate	FTE	Amount	FTE	Amount	FTE	Amount
MANAGEMENT OF LANDS AND RESOURCES														
Resource Management Planning.....	179	9289	179	8998	-126	8872	178	9037	183	9327	4	329	455	5 290
Information and Resource Data Management	541	43060	582	44038	-615	43423	582	44310	587	47290	5	3252	3867	5 2980
Resource Protection & Maintenance														
Fire Management.....	145	9282	0	0	0	0	0	0	0	0	0	0	0	0
Alaska Cadastral Surveys.....	142	15232	149	15232	-213	15019	147	15177	121	13287	-28	-1945	-1732	-26 -1890
Other States Cadastral Surveys.....	267	12165	272	11400	-159	11241	271	11522	273	11714	1	314	473	2 192
Resource Prot. and Law Enforcement....	51	4257	83	10001	-140	9861	82	10005	99	10850	16	849	989	17 845
Facilities Maintenance.....	252	15791	272	19146	-267	18879	270	19152	292	26827	20	7681	7948	22 7675
Hazardous Materials Management.....	67	12374	67	12332	-172	12160	66	12311	100	17945	33	5613	5785	34 5634
Subtotal	924	69101	843	68111	-951	67160	836	68167	885	80623	42	12512	13463	49 12456
Emergency Operations.....	926	103056	0	0	0	0	0	0	0	0	0	0	0	0
General Administration.....	1089	87649	1137	90033	-1257	88776	1133	95053	1137	95751	0	5718	6975	4 698
TOTAL REQUIREMENTS	8402	538642	7579	442084	0	435914	7552	448762	7416	459464	-163	17380	23550	-136 10702

Proposed Law: America the Beautiful....

[774] [43539]

[+93] [+6920] 1/

1/ amount shown is an increase over AMB included in current law.

Justification of Base Adjustments
Management of Lands and Resources

	FTE	(\$000)
<u>Additional cost in 1991 of the 1991 pay raise.....</u>	---	+3,108

The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, \$2,993,000 is for the general schedule pay and \$115,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.

<u>Adjustment for 1990 effect of P.L. 99-177.....</u>	---	+6,170
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The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.

<u>Adjustment for administrative efficiency.....</u>	---	-1,988
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The BLM is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by about 5 percent to improve administrative efficiency and place greater priority on 1991 program initiatives. Specific reductions are proposed in the following areas:

Consultants.....	-	1
Travel.....	-	651
Overtime.....	-	108
Supplies.....	-	705
Equipment.....	-	523
Total.....	-	1,988

<u>Adjustment for staffing efficiency</u>	-27	-1,417
---	-----	--------

Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:

Average Grade.....	-	602
Lapse.....	-	815
Total.....	-	1,417

	FTE	(\$000)
<u>Workers Compensation payments</u>	---	+1,052
The adjustment is for increased costs for compensation to injured employees to be paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.		
<u>Rental payments to GSA</u>	---	+2,526
The adjustment is for increased costs payable to GSA resulting from higher rates for office and non-office space.		
<u>CSRS/FERS retirement costs</u>	---	+1,238
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.		
<u>Departmental Working Capital Fund</u>	---	-23
The adjustment is for decreased costs assigned to the bureau for administrative services provided on a Department-wide basis. In 1991, costs for the Washington Interagency Telecommunications System (WITS), the GSA-provided computerized telephone system for the Interior Complex and the Department's in-house data interface/transport system, will decrease. Major acquisition and start up costs for WITS will occur in 1990, with reduced costs in 1991 related primarily to maintenance. This reduction will be partially offset by adjustments for safety management and printing.		
<u>Federal Financial System (FFS)</u>	---	+1,215
The adjustment is for incremental costs of operating and/or implementing the Department's standard administrative accounting system, the Federal Financial System (FFS).		
<u>One more paid day in FY 1991</u>	---	+1,033
The increase in personnel compensation results from there being one more paid day in 1991 than in 1990.		
<u>Drug free Workplace</u>	---	+ 134
The adjustment is for increased costs of fostering a drug free workplace.		

	FTE	(\$000)
<u>Mail and Postal Service</u>	---	- 200

This adjustment reflects decreased costs for mail and postal service. Greater use of non-U.S. Postal Service (USPS) carriers and electronic mail has resulted in reduced expenses for those mail services which were previously provided by USPS.

Total Adjustment to Base	-27	+12,848
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Activity Summary

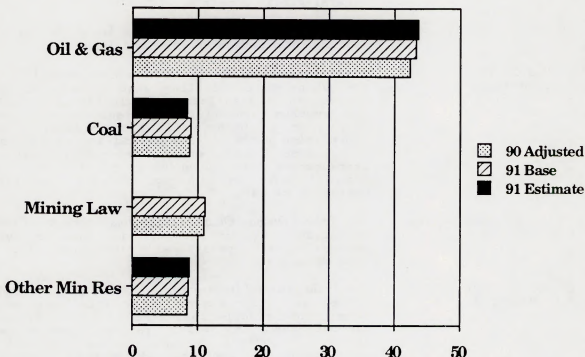
Activity: Energy and Minerals Management

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Oil and Gas	44,760	42,975	42,375	43,259	43,706	+447
Coal Management	9,780	8,917	8,793	8,949	8,286	-663
Mining Law Administration	11,220	11,056	10,902	11,140	---	-11,140
Other Mineral Res. Mgmt.	8,537	8,489	8,371	8,509	8,771	+262
Total	74,297	71,437	70,441	71,857	60,763	-11,094

ENERGY & MINERALS MANAGEMENT

Dollars in Millions



Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Oil and Gas

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	42,975	42,375	43,259	43,706	+447
(FTE)	(1,005)	(1,005)	(1,001)	(1,013)	(+12)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	42,975	-600	42,375

As a result of the PL 99-177 the BLM will offer 1,000 fewer parcels for lease during the year; anticipating this will result in the issuance of 500 fewer leases.

Authorization

- 30 U.S.C. 181, et seq.
P.L. 66-146 The *Mineral Leasing Act of 1920*, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.
- 30 U.S.C. 351-359 The *Acquired Lands Mineral Leasing Act of 1947* provides for leasing of minerals on acquired lands.
- 30 U.S.C. 1701
P.L. 97-451 The *Federal Oil and Gas Royalty Management Act of 1982* is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to onshore fluid operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.
- 30 U.S.C. 226, et seq.
P.L. 100-203 The *Federal Onshore Oil and Gas Leasing Reform Act of 1987* establishes a new oil and gas leasing system and changes some operational procedures for onshore Federal lands.
- 25 U.S.C. 2101-2107
P.L. 97-382 The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, and approval and oversight thereafter.

30 U.S.C. 181, 351
P.L. 98-78

The *Combined Hydrocarbon Leasing Act of 1981* permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.

42 U.S.C. 4321,
4331-4335, 4341-4347

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.

43 U.S.C. 1711
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for the preparation and maintenance of inventories of Public Land resource values (Section 201(a)).

43 U.S.C. 31(a)

The *Act of March 3, 1879*, as amended, provides for the inventory and classification of minerals on Federal lands.

60 Stat. 1099

Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

25 U.S.C. 396, 396(a)

The *Act of March 3, 1909*, as amended, and the *Act of May 11, 1938*, provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Act. These Acts provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

42 U.S.C. 6508

The *Department of the Interior Appropriations Act for FY 1981* provides for competitive leasing for oil and gas in the National Petroleum Reserve in Alaska (NPR-A).

Objectives

The major objectives of the oil and gas program are to:

- o Make eligible lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA, and evaluate specific tracts proposed for transfer;
- o Make land available for oil and gas development by timely processing and issuance of leases, and by processing within 10 days of receipt, notices of intent (NOI's) to conduct geophysical exploration and associated rights-of-way actions;
- o Ensure that applications for permit to drill (APD's) are processed immediately after the conclusion of the 30-day posting period required by law;

- o Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the mineral resource and necessary protection of the environment and other resources;
- o Review and act on proposals related to oil and gas operations such as unitization, communitization and gas storage agreements;
- o Conduct on-site inspections of drilling, production, and abandonment protection operations to ensure environmental protection, safety, conservation of resources, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;
- o Conduct drainage detection reviews and analyses on Federal and Indian lands and act on potential drainage situations (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty); and
- o Monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion.

Base program

The Base funding level for the oil and gas program is \$43,259,000 and 1,001 FTE.

The onshore oil and gas program is one of the major mineral leasing programs in the Department. At the end of 1989, there were about 80,000 leases in force on Federal lands covering about 70 million acres, of which about 19,000 leases are in producing status. The program is also responsible for operational management oversight of over 9,000 leases on Indian lands (about 3,800 producing) as well as advising Indian tribes and allottees on leasing matters. Revenues generated by Federal oil and gas leases (exclusive of ANWR) are expected to be about \$715 million in 1991.

The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. All receipts from leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States in which the leased lands are located. Lease operations, which include approval and inspection functions performed by BLM on all producing Federal and Indian leases, are an important element in ensuring that proper royalty payments are made. A part of this function involves the verification of actual production.

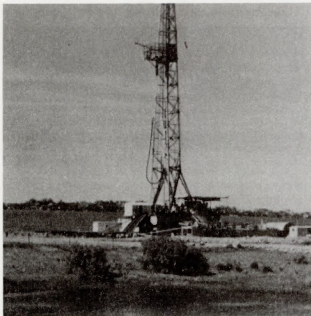
Leasing Systems and Pre-Lease Workload - Oil and gas leasing is done under both competitive and noncompetitive procedures. As part of the 1987 Omnibus Budget Reconciliation Act (P.L. 100-203, signed December 22, 1987), Congress enacted the Federal Onshore Oil and Gas Leasing Reform Act of 1987. Final rulemaking to implement the Act became effective in June, 1988. Pursuant to the Leasing Reform Act, all lands available for lease must first be offered for competitive lease prior to becoming available for noncompetitive leasing. BLM offers available land for competitive leasing following a required 45 day posting period. The base level allows BLM to offer approximately 14,000 parcels on a competitive basis during 1991. If there is no competition meeting the established \$2/acre minimum bid, those lands become available for 2 years to be leased on a noncompetitive basis to the first qualified applicant. After 2 years, the lands must again be offered for competitive leasing before becoming available for noncompetitive leasing. Sales are held

at least quarterly in various BLM state offices. In 1991, there will be over 45 sales that will result in about 3 million acres leased competitively. Non-competitive leasing will be about 3.5 million acres resulting in a total of approximately 22,000 lease offers with about 3,500 leases being issued.

The major changes in the Leasing Reform Act are: (1) the elimination of the requirement that the BLM establish Known Geologic Structures (KGS), and (2) the elimination of the requirement to evaluate competitive tracts for fair market value. Prior to this Act, lands within a KGS were leased competitively while all lands outside a KGS could be leased only on a noncompetitive basis. Because the Act requires BLM to continue to process applications pending prior to its passage, some KGS work was continued into 1990 with the possibility of additional future work resulting from KGS appeals.

Planning and NEPA compliance and coordination with other agencies are integral parts of the pre-lease workload. BLM is strengthening the NEPA analysis of oil and gas leasing through its planning process and is bolstering the oil and gas sections of existing resource management plans (RMPs). The BLM will also participate as a cooperating agency on Forest Service planning efforts to ensure compliance with NEPA. The Base funding level includes funding to carry out regular planning activities.

Pre-lease activities include monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, and issuance of leases.



DRILLING FOR OIL IN SW COLORADO

Environmental safeguards are ensured through detailed analyses and follow-up compliance of operator activities.

Post-Lease Work - While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to utilize the rights contained in the lease. Actions associated with issued leases include lease assignments and transfers, unit and communitization agreements, applications for permit to drill, and other operator proposals. Successful exploration increases post-lease workload by requiring review of development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with applicable requirements, and reservoir management, including identification of potential and actual drainage of Federal or Indian oil and gas.

Between 1986 and 1989, most oil and gas operating orders were written or rewritten to provide lessees with clearer operating regulations and the standards they are expected to meet. There was considerable industry involvement in drafting the regulations and orders and a recognition that where Federal procedures differed from normal industry practice, the reason must be clear. Orders numbered 1 through 5 were final as of 1989. Order Nos. 6, 7, and 8 are expected to be published final in 1990. Order No. 9 is anticipated to be published final in 1991.

As a result of the decline in oil prices during 1986, the Bureau took several steps with regard to shutting-in stripper and marginal wells. Instructions were issued to allow lease suspensions for a period not to exceed 1 year on leases with shut-in wells without the operator losing the lease. This policy has been extended through May, 1990 and will help to prevent the premature abandonment of oil and gas resources due to price fluctuations.

The BLM screens approximately 40,000 wells in the U.S. each year to determine whether potential drainage exists. About 4,000 cases are identified and reviewed each year to determine whether actual drainage is occurring. Ultimately, about 250 of these cases may result in a determination of actual drainage. If the potential exists, the BLM must notify the Federal/Indian lessee and request a plan for protecting the lease, or information to support the contention that drainage is not occurring or that an economic well could not be drilled.

In 1988 the Minerals Management Service (MMS), with the assistance and support of the BLM, began to implement the Production Accounting and Auditing System (PAAS) for all producing onshore oil and gas leases. In October, 1988, the BLM began receiving this production data from MMS in an automated form for leases in the administrative states of Colorado, Wyoming, Montana, and Utah. This effort was implemented on a nationwide basis in October, 1989 (the August, 1989 production month). Receiving production reports in an automated form allows more efficient analysis of production records for all leases.

Inspection and Enforcement Activities - To fulfill the Secretary's responsibilities under the Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982 for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM has designed an oil and gas inspection and enforcement strategy. This strategy involves establishing priorities based on the following criteria: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection.

During 1991, at least one on-site inspection will be scheduled for each high priority producing lease. The remaining producing leases will be inspected at least once every 3 years. Inspections will also be scheduled at the request of MMS's royalty management staff. Inspection of meters at wellhead locations ensures that accurate measurement of products are made for subsequent royalty assessment and collection purposes.

In addition to production inspections mandated by FOGRMA, the Bureau conducts drilling, abandonment, and other inspections required by regulations under the mineral leasing acts. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans.

Revised regulations implementing FOGRMA were published as final rulemaking in the *Federal Register* on February 20, 1987, with an effective date of April 21, 1987. These regulations, in conjunction with Bureau Oil and Gas Orders, provide guidance regarding standards for conduct of operations as well as providing for clear and uniform enforcement standards which emphasize correction of violations.

During 1986 and 1987, BLM took initial steps toward delegating inspection and enforcement activities to State governments as authorized under Section 205 of FOGRMA. Regulations establishing the program were promulgated in 1987.

Section 202 of FOGRMA authorizes the Federal Government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force to increase frequency of inspections. In 1989, BLM had two such agreements funded and in effect and offered several training sessions that were attended by Tribal representatives. An additional agreement is expected to be executed in 1990.

Indian Lands - The BLM Oil and Gas program also includes conducting certain actions on Indian lands. The BLM role prior to lease sale on Indian lands is advisory. While BLM may make recommendations concerning economic and resource evaluation matters, pre-sale activities are carried out almost exclusively by BIA and the Indian Tribes. When requested, BLM provides recommendations on high bid acceptability. BLM's role on Indian lands increases after a lease is issued and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development activities and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning establishment of unit agreements) are normally accepted, but Tribes retain the right to make their own decisions. The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Inspection and enforcement work is also conducted by BLM on Indian land leases except where cooperative agreements with Tribes are in place.

Combined Hydrocarbon Lease Act Activity - Due to declining industry interest in the development of tar sands, the tar sands leasing program was suspended in its entirety in 1987. At the base level, the primary tar sands program workload will be the inspection and administration of existing combined hydrocarbon leases. There may also be some procedural workload on a few remaining lease applications and lease administration, which includes adjudication and operational work such as exploration plans, terminations and relinquishments. This is a minor effort which will be conducted as part of the oil and gas program.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	43,259	43,706	+447
(FTE)	(1,001)	(1,013)	(+12)

The 1991 Estimate is an increase of \$447,000 and 12 FTE. The total increase will be used to increase the Bureau's compliance capability.

Recent reviews of the oil and gas inspection program have been conducted by the General Accounting Office, the Office of the Inspector General, and the Senate Select Committee on Indian Affairs, Special Committee on Investigations have criticized the BLM for deficiencies in the intensity and diligence of on-site inspections. While the BLM will make every effort to take the administrative steps necessary to correct the most pressing problems during 1990, such efforts will concentrate our capabilities to perform the inspections on these high priority leases while detracting from our ability to provide inspections needed for less sensitive leases. The increase of funding will enable the BLM to complete at least 1,000 additional on-site inspections in 1991 and provide broader inspection coverage of the leases in production.

Oil and Gas Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	1989 <u>Actual</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Inventory (000's acres)	16,600	2,300	2,300	2,300	---
Plan amendments (# completed)	9	5	5	5	---
EIS's (# completed)	7	6	6	6	---
Pre-lease notices/permits (# processed)	1,400	1,400	1,450	1,450	---
Noncompetitive Leasing (# leases issued)	1,800	3,500	3,500	3,500	---
(applic. processed)	22,000	22,000	22,000	22,000	---
Classifications (# actions)	100	75	75	75	---
Competitive leasing (# leases issued)	6,500	6,000	6,500	6,500	---
(# parcels offered)	14,000	13,000	14,000	14,000	---
Lease adjustments (# processed)	30,000	30,000	30,000	30,000	---
Lease operations (# APD's processed)	2,000	2,000	2,100	2,100	---
Unitization and Communitization (# actions processed)	2,000	2,000	2,000	2,000	---
Drainage reviews (# reviews completed)	4,000	4,000	4,000	4,000	---
Inspection and enforcement (# of inspections)	16,000	16,000	16,000	17,000	+1,000

Distribution of change by object class

The object class detail for the proposed increase of \$447,000 and 12 FTE is as follows:

	FTE	Amount
Personnel compensation	12	\$ 384,000
Personnel benefits		<u>63,000</u>
Total		\$ 447,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Coal Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	8,917	8,793	8,949	8,286	-663
(FTE)	(186)	(186)	(185)	(176)	(-9)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	8,917	-124	8,793

As a result of PL 99-177 the BLM will be able to process five fewer mine plans received during the year. Additionally, work in this program related to automation of coal resource data, but not reflected in the workload table, will be deferred.

Authorization

30 U.S.C. 181, et seq.
P.L. 66-146

The *Mineral Leasing Act of 1920*, as amended, authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain. The Act mandates a broad spectrum of coal operations requirements for lease management.

30 U.S.C. 351-359

The *Mineral Leasing Act for Acquired Lands of 1947* expands the requirements of the 1920 Act to include acquired lands.

60 Stat. 1099

Section 402 of *Reorganization Plan No. 3 of 1946*, transferred mineral leasing and operations functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

42 U.S.C. 4321,
4331-4335, 4341-4347

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1711
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for the preparation and maintenance of an inventory of Public Land resource values (Section 201(a)).

25 U.S.C. 396, 396(a)

The Act of March 3, 1909, as amended, and the Act of May 11, 1938, provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Acts. These Acts provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

30 U.S.C 201, et seq.
P.L. 94-377

The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on Public Land. The Act mandates a broad spectrum of coal operations requirements for lease management.

25 U.S.C. 2101-2107
P.L. 97-382

The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter into Minerals Agreements, other than conventional leases, for the disposition of mineral resources which requires the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.

30 U.S.C. 21a

The Mining and Minerals Policy Act of 1970 sets out the the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and study of methods for disposal of waste.

Objectives

The objectives of the coal management program are to:

- o Meet coal resource needs by expeditiously processing emergency coal lease applications for production maintenance and prevention of the bypassing of Federal coal, and by processing lease applications for coal outside of designated Federal coal production regions, as well as inside production regions which have been decertified;
- o Continue processing outstanding coal preference right lease applications (PRLAs);
- o Continue the Regional Coal Teams and the Federal/State Coal Advisory Board as the forums for coordinating and guiding coal leasing activities, and ensure program responsiveness to market conditions by using market analyses to determine the mode of leasing, the establishment of long-range planning schedules, and for conducting regional activity planning;
- o Ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans;
- o Conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes in accordance with applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility;
- o Process all coal operations actions (readjustments, royalty reduction, logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions) on a timely basis;

- o Ensure compliance with legal and regulatory requirements relating to mining plans, diligent development, continued operations and advance royalties;
- o Ensure compliance with lessee-qualification criteria of Section 2(a)(2)(A) of the Mineral Leasing Act;
- o Ensure that proper lease, license, and logical mining unit bonds are established in accordance with existing regulations, policies, and guidelines; and
- o Provide appropriate technical assistance to Indian Tribes and BIA on coal operations responsibilities.

Base program

The Base funding level for the coal program is \$8,949,000 and 185 FTE.

BLM manages about 33 percent of all coal in the United States and indirectly affects the use of at least an additional 10 percent. As of September 30, 1989, there were 516 Federal coal leases covering almost 800,000 acres of Federal lands and private lands with Federal subsurface mineral ownership, with an estimated 16.1 billion tons of recoverable reserves. There were 123 producing Federal leases in 1989. Production from these leases amounted to 203.1 million tons and \$187 million in Federal royalties.

Coal Leasing

The leasing program is a discretionary program which follows specific regulatory requirements before the holding of a sale or issuance of a lease. In 1986, following completion of a program review, the Secretary decided to retain the coal leasing program with certain revisions. The 1991 coal leasing program will continue using the revised procedures adopted at that time.

An important component of the coal leasing program is the timely processing of lease applications for emergency leasing (for bypass and production maintenance) and some limited leasing outside coal production regions. Other continuing activities will include the issuance of coal exploration licenses and lease modifications.

Due to reduced industry interest in coal leasing in recent years, four of the five Western Coal Production Regions have been decertified by their respective Regional Coal Teams (RCTs). These regions now rely on the Lease by Application (LBA) process instead of planned lease sale programs. In addition, the Powder River RCT has voted to decertify, and the January 9, 1990 *Federal Register* contains a notice to the public of the decertification. Even though the regions have decertified, the RCTs and the Federal/State Coal Advisory Board will still be responsible for the coordination of coal leasing activities and policies. No regional lease sales from any of the five regions are planned for 1991.

As of November 30, 1989, a total of 62 coal preference right lease applications (PRLAs) remain to be processed. In 1991, processing of the remaining PRLAs will be continued in an attempt to complete the necessary work leading to final decisions.

The Department continues to encourage private industry, through the issuance of exploration licenses, to perform any drilling necessary to gather additional resource information. Any federally conducted coal drilling would be intended to complement data gathering by private industry. However, because no new regional leasing tracts have been delineated since 1984 and all drilling on these tracts has been completed, no Federal coal drilling is planned for 1991.

Coal Operations

The coal operations workload is a mandatory workload to administer existing leases and includes all activities which occur on Federal and Indian lands after the issuance of a coal license or lease, including exploration operations.

BLM is responsible for administering the mineral leasing laws with respect to coal exploration, development and production, as well as for inspection and enforcement, production verification, and conservation of the resource through oversight of diligent development, bonding, and resource recovery and protection plan approval on federally-owned coal. In addition, BLM is responsible for operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE) and those State agencies which have been delegated OSMRE's functions are responsible for administering the Surface Mining Control and Reclamation Act of 1977 (SMCRA). However, the BLM will enforce SMCRA in cases of emergency or where a situation presents an imminent danger to the resource or human life.

There has been a continuing increase in the BLM's coal operations workload as a result of the increasing number of Federal coal leases subject to certain provisions of the Federal Coal Leasing Amendments Act of 1976 (FCLAA) and associated regulations (43 CFR Group 3400). Where intermingled Federal, Indian and private coal ownerships are in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480. Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued. This workload includes activities such as field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, and review of plans for exploration and associated reclamation, mining, processing, resource recovery and protection, and abandonment. In 1991, a total of 515 leases will be subject to FCLAA.

FEDERAL LEASE OPERATIONS WORKLOAD

The following table shows the number of leases subject to FCLAA requirements by year.

Year	Leases Issued	Leases Readjusted or Modified	Leases Subject to FCLAA
1976-86	107	264	369
1987	6	30	405
1988	1	41	447
1989	1 1/	27	475
1990	N/A	21	496
1991	N/A	19	515

Note: Numbers have been revised to reflect lease relinquishments since 1976.

Recoverable reserve estimates are determined or revised, based on analysis of data supplied by the operator/lessee and the commercial quantities are established for the purpose of determining diligence. Formation of new LMU's continues in 1990 and 1991 and require BLM processing and approval. All submittals of resource recovery and protection plans (R2P2), required within 3 years of lease issuance or readjustment after enactment of FCLAA, will be processed for approval.

1/ As of September 30, 1989, there were 516 leases in effect.

Additional exploration work conducted by lessees in order to define the coal resource and to determine the mining methods and sequence to be used is authorized through the approval of an exploration plan and is monitored during on-the-ground inspections. BLM field offices continue to track actions mandated by statute or required by regulation and policy by using the Solid Leasable Minerals System (SLMS). BLM ensures that the final mining plan properly reflects the statutory requirements of the Mineral Leasing Act, the operations regulations, and the lease terms and conditions while ensuring that the maximum economic recovery will be obtained pursuant to the approved plan of operations.

Inspection and Enforcement Activities

BLM conducts annual inspections on all nonproducing coal leases. This annual on-the-ground inspection is required by FCLAA to determine if any unauthorized activities (drilling, exploration, trespass, or production) are occurring. Authorized activities on such leases which fall short of actual production (e.g., exploration baseline environmental work) under approved plans are inspected more frequently.

Inspection and enforcement activities for producing leases continue to be emphasized. This includes quarterly inspections and quarterly production verification on all producing Federal and Indian coal leases to ensure that revenues from leases are accurately reported, that production is proceeding in accordance with the approved R2P2, the lease terms, and regulations, and that the correct royalty rate is being applied. As part of other inspection and enforcement responsibilities, the BLM continues to monitor for coal trespass in an effort to ensure the protection of the Federal resource.

Decrease From 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	8,949	8,286	-663
FTE	(185)	(176)	(-9)

The 1991 estimate is a decrease of \$663,000 and 9 FTE.

The reduction in funding is possible because of a delay of final processing of 8 lower priority PRLA's. Also, fewer exploration license applications are expected, resulting in a decreased workload. In addition, processing of certain other lower priority items including review of applications for suspensions, requests for logical mining units, and review of certain mine plans will be delayed or deferred resulting in a decrease in the number of requests processed during the year by 40. In addition, automation of coal program resource information will be deferred except for those efforts which are related to ALMRS case management system maintenance.

Coal Management Workload Accomplishments 1/

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Plan amendments (# completed)	3	1	---	---	---
EIS's (# completed)	2	1	1	---	---
Activity plans (# completed)	1	---	---	---	---
Exploration licenses/ permits (# processed)	77	40	40	20	-20
Noncompetitive leases (# PRLA's processed)	20	30	18	10	-8
Classifications and economic evaluations (# of actions)	81	40	40	40	---
Competitive leasing (# of leases issued)	6	2	4	4	---
Lease adjustments (#)	271	200	200	200	---
Lease operations (# of plans processed)	163	155	160	120	-40
Inspection and Enforcement (# of inspections)	1,575	1,560	1,590	1,590	---

1/ The workload accomplishments in this program may in some instances, appear reduced from previous years. This apparent reduction reflects tightened reporting requirements which ensure that only completed actions are reported.

Distribution of Change by Object Class

The decrease of \$663,000 and 9 FTE is distributed as follows:

	FTE	Amount
Personnel Compensation	9	\$288,000
Personnel benefits		58,000
Travel and transportation of persons		45,000
Transportation of things		28,000
Rent, communications and utilities		33,000
Other services		101,000
Supplies and other services		70,000
Equipment		40,000
Total		\$663,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Mining Law Administration

(dollars in thousands)

Program Elements		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
<u>Current Law</u>						
Direct	\$	11,056	10,902	11,140	---	-11,140
Appropriation	(FTE)	(275)	(275)	(275)	---	(-275)
Reimbursable Fees (Memo entry)	\$ (FTE) 2/	[5,500]	[5,500]	[5,500]	[1,500]	[-4,000] 1/

Proposed Law

Reimbursements (Memo Entry) 3/						
Mining Law Program \$	[---]	[---]	[---]	[12,000]	[+12,000]	
Operations (FTE) (Advance funds)	[(---)]	[(---)]	[(---)]	[(275)]	[(+275)]	
Additional Reimb. \$ from Fee Revenues	[---]	[---]	[---]	[7,500]	[+7,500]	

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	11,056	-154	10,092

As a result of PL 99-177 the BLM will conduct 150 fewer surface management inspections of mining operations.

Authorization

43 U.S.C. 1711,
1732, 1744, 1782
P.L. 94-579

The Federal Land Policy and Management Act of 1976, Section 302(b), authorizes the Secretary, by regulation, or otherwise, to prevent unnecessary or undue degradation of the Public Land; Section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work; Section 201(a) provides for the preparation and maintenance of an inventory of Public Land resource values.

1/ This reduction assumes adoption of the proposed Administrative provision that eliminates the requirement for the \$5 annual fee per claim for assessment filing.

2/ FTE are included with the appropriated Mining Law Administration Program.

3/ Dollars and FTE are included with the Reimbursable program for the "Management of Lands and Resources" account.

- 43 U.S.C. 31 (a) The *Act of March 3, 1879*, as amended, provides for the inventory and classification of the Public Land and examination of the mineral resources and products of the national domain.
- 30 U.S.C. 22 *et seq.* The *General Mining Law of 1872*, as amended, provides for the location and patenting of mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on Public Land in specified States, mostly in the West.
- 42 U.S.C. 4321,
4331-4335,
4341-4347 The *National Environmental Policy Act of 1969* requires requires, preparation of environmental impact statements for major Federal actions significantly affecting the quality of the human environment, relating to mineral operation activities.
- 30 U.S.C. 21a
30 U.S.C. 1601 *et seq.* The *Mining and Minerals Policy Act of 1970*, sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and study of methods for disposal of waste.
- P.L. 100-446 The *1989 Department of the Interior and Related Agencies Appropriations Act* provides that receipts for FY 1989 and thereafter from fees established by the Secretary of the Interior for processing of actions relating to the administration of the General Mining Laws shall be immediately available to the Bureau for Mining Law Administration program operations.

Objectives

The major objectives of the Mining Law Administration program are to:

- o Record unpatented mining claims and sites, and process annual filings as required by Section 314 of FLPMA;
- o Implement the Surface Management Regulations for the Public Land (43 CFR 3802/3809) by processing plans of operation and notices for mineral development;
- o Ensure compliance with the terms of plans of operation and related state and local provisions by conducting a comprehensive program of inspections and related enforcement actions.
- o Abate mineral trespass by performing validity examinations on operations that appear to be mining common variety minerals on mining claims.
- o Determine valid existing rights in existing wilderness areas under BLM administration, and review and process other agency valid existing rights determinations;

- o Review and process mineral patent applications for lands administered by BLM and other Federal agencies; and
- o Ensure consideration of critical and strategic minerals in land use planning and the resulting decisions by performing mineral resource assessments.

Base Program

The 1991 base level for mining law administration is \$11,140,000 and 275 FTE.

Under this program, BLM administers the provisions of the General Mining Law of 1872, as amended (30 U.S.C. 22 *et seq*), and the pertinent provisions of FLPMA relating to surface management (43 U.S.C. 1752 and 1782) and mining claim recordation (43 U.S.C. 1744). The BLM determines the validity of unpatented mining claims; issues mineral patents; initiates contest actions; prepares mineral potential reports for land and realty actions; administers surface management regulations; and records mining claims and annual filings. This program also includes geologic and mineral resource assessments for multiple use management. These program components are described in more detail below.

- o Mining Claim Recordation - Under Section 314 of FLPMA (43 U.S.C. 1744), the Bureau has recorded a total of 2.4 million mining claims and mill sites since 1976. In 1989 the Bureau processed about 950,000 annual filings of mining claims for the Public Land and other Federal lands.
- o Surface Management on Unpatented Mining Claims - Under Sections 302(b) and 603 of FLPMA, BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the Public Land resulting from operations conducted under the mining laws. For all operations other than "casual use", regulations require that either a "plan of operations" or a "notice", depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas, a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness values.

BLM has 30 days to review and approve a plan of operation and 15 days to review a notice. Notices do not require BLM's approval. Their purpose is to alert BLM of allowable surface disturbing activity of less than five acres. Field examinations, resource assessments and environmental analyses are required prior to the approval of plans. Validity examinations of mining claims in designated wilderness areas are required prior to approving plans of operations.

- o Inspection and Enforcement - Each plan of operation authorized under 43 CFR 3802/3809 requires periodic follow-up on the ground to ensure that the operation is in conformance with the approved plan of operations. Operations proceeding under a notice filed under 43 CFR 3809 require periodic follow-up to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. Compliance action is required by Sections 302(b) and 603(c) of FLPMA.

- o **Environmental Statements** - One environmental impact statement was initiated in Nevada in late 1989 and addresses open pit cyanide heap leach mining operations. The cost for the project is estimated to total about \$250,000 for both 1990 and 1991 and is included in the Base funding level. In addition to BLM's cost the company is also contributing to the cost of the preparation and development of the EIS.
- o **Validity Determinations** - When conditions warrant, the BLM conducts a mineral examination to determine whether an unpatented mining claim meets all requirements for a discovery under the mining laws. Processing of other agency validity reports and contest actions will be done for wilderness area valid existing rights determinations and other mining law actions.
- o **Processing Patent Applications** - When a mining claimant believes he has discovered a valuable mineral deposit, he may apply for patent to obtain the title to the claim. Processing this application involves: (1) Adjudication to ensure that the patent application is complete, and (2) Field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine mining claim validity. In some instances, processing mining claim patent applications and mining claim validity determinations can become complex and costly proceedings involving both extensive legal interpretations and technical evaluation of economics, mining techniques, and mineral resource values. Such proceedings may take several years to complete.

Reimbursable Mining Law Administration Fees

The 1989 Department of the Interior and Related Agencies Appropriations Act provided that the increased revenues from BLM's revised fee structure for mining claim recordation (MCR) and mineral patent processing be made immediately available to the BLM as reimbursable funds for operational expenses. These revenues are estimated to be \$5.5 million in 1990 and \$1.5 million in 1991 assuming adoption of the Mining Claim Holding Fee proposal in 1991. These fees increase the BLM's capability to manage all aspects of the mining law program throughout the United States and will provide for an increased level of accomplishment in the mining law program especially relating to surface management responsibilities. A portion of the fees collected will help defray significant costs associated with the automation of the mining claim recordation program, which will result in long-term benefit of readily retrievable information about claim location, claimant information, and other data.

Decrease from 1991 Base

(Dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	11,140	---	-11,140
(FTE)	(275)	(---)	(-275)

In place of the traditional direct appropriation to BLM for the Mining Law Administration operation, the Budget proposes to establish a new fee for holding each mining claim on Federal lands in lieu of the annual assessment work required under the Mining Laws. This proposal results in a decrease of \$11,140,000 from the requested 1991 appropriation. Funding to operate the Mining Law Administration Program would be derived from returning a portion of the revenue collected from these holding fees to the BLM. The program activity to be accomplished with these funds is described below and include program operations and costs associated with fee collection. The funds used by the BLM are displayed and accounted for under the Reimbursements to the "Management of Lands and Resources" appropriation in the 1991 President's Budget.

Distribution of Change By Object Class

The object class detail for the proposed direct appropriation decrease of \$11,140,000 and 275 FTE is as follows:

	FTE	Amount
Personnel Compensation	275	\$8,800,000
Personnel Benefits		1,808,000
Travel and Transportation of Persons		100,000
Transportation of Things		57,000
Rent, Communications, and Utilities		65,000
Printing and Reproduction		60,000
Other Services		150,000
Supplies and Materials		75,000
Equipment		<u>25,000</u>
Total		\$11,140,000

Proposed Law

(Dollars in thousands)

	1991 Base	1991 Estimate	Difference
Mining Law Program \$ [---]		[12,000]	[+12,000]
Operations (FTE) [(---)]		[(275)]	[(+275)]
(Advance Funds) 1/			
Additional Reimburse- \$ [---]		[7,500]	[+7,500]
ments---Holding Fees 1/ (FTE) [(---)]		[(---)]	[(---)]
Reimbursable Fees 2/ \$ [5,500]		[1,500]	[-4,000]
From Sec 314(b) FLPMA (FTE) [(---)]		[(---)]	[(---)]

1/ FTE and dollars are included with the reimbursable program for the "Management of Lands and Resources" account. The 1991 Estimate level is higher than the 1990 level as a result of including additional costs in 1991 for the 1991 pay raise in the same manner as such costs have been included in other BLM programs.

2/ Fees collected from recordation of newly located mining claims and other purposes under Section 314(b) of FLPMA are not affected by the proposed law.

(Dollars in thousands)

		1990 Current <u>Law</u>	1991 Proposed <u>Law</u>	<u>Difference</u>
Total Program Level	\$	16,640	21,000	+4,360
Mining Law Admin.	(FTE)	(275)	(275)	(---

1991 Proposed Law Description

The proposed holding fee of \$100 per claim is estimated to generate a total of \$97,500,000 in revenues, and would also replace the current BLM filing fee of \$5 per claim for annual assessment work. The filing fees under proposed law are expected to be reduced from \$5,500,000 to \$1,500,000 since the fees will no longer be collected for annual assessment filings. The remaining reimbursements from current regulations (\$1.5 million) will be used to operate the Mining Law Administration Program and is included in the following descriptions of accomplishments.

The authority to establish the new \$100 holding fee is proposed in the language for the BLM Administrative Provisions in the 1991 President's Budget.

Also, a language change is proposed in the appropriation for the BLM's "Management of Lands and Resources" account to credit \$12,000,000 of the amount collected from the proposed holding fees to this account to offset the costs of the Mining Law Administration program in 1991. Also, language is proposed to make available an additional amount not to exceed \$7,500,000 annually as reimbursements for the additional work of collection and processing the new holding fee per claim.

The current provision in the General Mining Law for \$100 worth of annual assessment work represented a significant amount of activity and expenditure when originally enacted in 1872. However, in today's dollars, \$100 worth of activity has little significance as an indicator of commitment to develop and maintain a mining claim. In addition, questions have been raised about the enforceability of the assessment requirement. The 1991 proposal addresses these problems by replacing the assessment requirement with the annual holding fee. The proposal will provide both environmental and mineral production benefits. It will eliminate activities that result in surface disturbance of lands solely to maintain a claim. In addition, claimants who have no serious intention to mine, or who hold their claims solely for speculative purposes, may wish to relinquish claims rather than pay the annual holding fee. Since frivolous or speculative claims serve to limit the use of public lands by others, the holding fee proposal may in fact result in increased access to lands for multiple-use, including mineral development. This would increase opportunities for mineral exploration by other parties. The holding fee will not diminish the rights of a bone fide operator to conduct necessary exploration and development of mineral resources on public land.

In 1991, with a Mining Law Administration program level of up to \$21,000,000 and 275 FTE, the BLM will review 2,600 plans and notices for mining operations. In addition, BLM will complete review of patent applications for 200 mining claims and will also complete 750 validity examinations, common variety determinations, and occupancy trespass determinations within designated wilderness areas, special management areas, and other locations on the Public Land. This represents an increase of 40 claims examined for mineral patent and 100 validity examinations.

BLM will also complete 9,000 compliance inspections on active operations under the surface management regulations and the new inspection and enforcement policy, an increase of 700 inspections over the Base and will result in an additional 150 enforcement actions. The BLM anticipates that an additional 50

mining plans will be reviewed. Validity examinations and contests will be conducted in wilderness study areas prior to approval of plans of operations as required by 43 CFR 8560.4-6(j).

BLM will also complete an Environmental Impact Statement, initiated in late 1989 for heap leaching mining operations in Nevada, and initiate two additional EISs, one in California and one in Nevada, for heap leaching mining operations. These EISs will involve both socio-economic and environmental issues.

Additionally, \$260,000 and 2 FTE of the increase supports the BLM's active volunteer program for Mining Law Administration on the Public Land. This funding will be used to cover both program management costs and volunteer expenses which include project materials, travel and housing costs, vehicles, supervision, and awards. Volunteers are used to perform a diversity of tasks within the program including field inventory, map preparation, data entry and analysis.

These accomplishments are included in the accompanying program workload accomplishment table.

Mining Law Administration Workload Accomplishments Table

The planned workload accomplishments for 1989, 1990 the 1991 Base and 1991 Estimate level with the proposed holding fee revenues are reflected in the following table:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Proposed Law	Inc./Dec from Cur. Law
Inventory (000's acres)	---	700	500	500	---
Environmental Statements (# completed)	4	1	1	1	---
Mineral patent applications (# claims)	155	150	160	200	+40
Validity examinations (claims completed)	685	650	650	750	+100
Surface management (# plans/notices reviewed)	2,454	2,550	2,550	2,600	+50
New mining claims recorded (# per year)	182,543	170,000	170,000	170,000	---
Annual filings (# processed)	950,000	975,000	975,000	975,000	---
Inspection (# plans/notices)	5,193	8,150	8,300	9,000	+700
Enforcement (# of decisions)	260	300	350	500	+150

Justification of Program and Performance

Activity: **Energy and Minerals Management**
 Subactivity: **Other Mineral Resources**

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	8,489	8,371	8,509	8,771	+262
(FTE)	(169)	(169)	(168)	(169)	(+1)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 <u>E.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
\$	8,489	-118	8,371

As a result of P.L. 99-177 the BLM will conduct 100 fewer inspections than planned in the geothermal and nonenergy mineral leasing functions included in this subactivity.

Authorization

43 U.S.C. 1711,
1732, 1744, 1782
P. L. 94-579

The Federal Land Policy and Management Act of 1976

Section 302(b), authorizes the Secretary, by regulation to prevent unnecessary or undue degradation of the Public Land; Section 201(a) provides for the preparation and maintenance of an inventory of Public Land resource values; and Section 209 provides for exchanges.

60 Stat. 1099

Section 402 of Reorganization Plan No. 3 of 1946

transferred responsibility for authorizing prospecting, development, and use of mineral resources from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

30 U.S.C. 601-604 *et seq.*

The *Materials Act of 1947*, as amended, provides for the sale of common variety materials for personal, commercial or industrial uses and for free use for local, state, and Federal governmental entities.

43 U.S.C. 31(a)

The *Act of March 3, 1879*, as amended, provides for the inventory and classification of the Public Land and examination of the mineral resources and products of the national domain.

42 U.S.C. 4321,
4331-4335,
4341-4347

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for major Federal actions significantly effecting the quality of the human environment, relating to leasing and operations activities.

30 U.S.C. 21a

The *Mining and Minerals Policy Act of 1970*, sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and the study of methods for disposal of waste and reclamation.

30 U.S.C. 181 *et seq.*

The *Mineral Leasing Act of 1920*, as amended, authorizes leasing coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal Public Domain. The Act contains requirements for the operations responsibility of lease management.

30 U.S.C. 351-359

The *Mineral Leasing Act for Acquired Lands of 1947* expands the requirements of the 1920 Act to include acquired lands.

25 U.S.C. 396, 396(a)

The *Act of March 3, 1909*, as amended, and the *Act of May 11, 1928*, provide that lands allotted to Indians and unallotted (Tribal) Indian lands, may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to carry out the provisions of the Acts. These Acts provide the basic statutory mandate under which BLM supervises activities on Indian lands.

25 U.S.C. 2101-2107

The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

30 U.S.C. 1701

The *Federal Oil and Gas Royalty Management Act of 1982* is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.

30 U.S.C. 1001

The *Geothermal Steam Act of 1970*, authorizes the Secretary to issue leases for the development of geothermal resources. The *Geothermal Steam Act Amendments of 1988* lists significant thermal features within the National Park System requiring protection, provides for lease extensions and continuation of leases beyond their primary terms, and requires periodic review of cooperative or unit plans of development.

Objectives

The Other Mineral Resources program includes management of mineral materials, nonenergy leasable minerals, geothermal, uranium, and oil shale resources.

The objectives of this program are to:

- o Ensure the availability of and meet the demand for certain mineral resources from the Public Land and other jurisdictional lands while protecting associated environmental values;
- o Ensure compliance with the Federal and Indian mineral leasing laws, and the Materials Act of 1947, through implementation of regulations contained in 43 CFR 3200, 43 CFR 3500, 43 CFR 3600 and 25 CFR 216;
- o Ensure judicious use of public resources by preparing and reviewing mineral classifications of Known Leasing Areas (KLA) and Known Geothermal Resource Areas (KGRA), geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing-related actions;
- o Issue appropriate authorizations (permits, contracts, leases, and licenses), including preparation of appropriate environmental documentation, for extraction of mineral resources from the Public Land, and, under specific authorities, from Acquired Lands;
- o Complete all other operations actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) on a timely basis;
- o Ensure that lease, permit and contract bonds are established;
- o Conduct a nationally uniform inspection and enforcement activity (including production verification) of industry operations to ensure lessee compliance with terms of the authorization and to assure that proper payments are made;
- o Investigate unauthorized use of mineral materials and take appropriate action when trespass occurs;
- o Continue cooperative hydrologic monitoring programs on two suspended prototype oil shale lease tracts with the State of Colorado;
- o Collect necessary data for implementation of Congressionally authorized exchanges of U-a and U-b oil shale lease tracts with the State of Utah;
- o Ensure that mine abandonment and reclamation activities are conducted in accordance with applicable statutes, regulations, and requirements, including guidance (for uranium) from the International Atomic Energy Agency; and
- o Provide technical assistance to Indian tribes, native (Indian) allottees, and the BIA, in the review of mining operations responsibilities.

Base program

The Base funding level for the Other Mineral Resources program is \$8,509,000 and 168 FTE.

This program provides for activities dealing with the management of mineral materials, geothermal resources, oil shale, uranium, and nonenergy leasable minerals such as potash, phosphate, and sodium.

Sixty percent of the known or prospective geothermal resource areas of the United States are located on Federal lands. There are currently 679 Federal geothermal leases in effect covering slightly less than 1.1 million acres. During 1989 geothermal lease generated about \$16 million in bonus, rental and royalty payments. Total electrical generation capacity from Federal leases has grown considerably since production commenced in 1980. Current power plant capacity is 1060 megawatts which is sufficient to meet the needs of over 1 million people. New power plants continue to be developed on Federal land; several more are expected to be under construction in 1991. Additionally, approximately 250 million BTU's are utilized annually in direct use geothermal operations on Federal lands.

The Public Land provides an important source of building stone, sand, gravel, and common borrow, which are used for construction work and energy and other industrial development. The Materials Act of 1947, as amended, authorizes the BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects. In excess of 7 million cubic yards of sand, gravel, pumice, stone, and clay were produced from the Public Land in 1988. In 1988 the BLM issued more than 1,000 contracts and permits for mineral materials valued at approximately \$8,000,000.

The Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947 provide that phosphate, potassium, sodium, sulfur, and other specified minerals (the nonenergy leasable minerals) from Public Lands and Acquired Lands are to be leased rather than located under the General Mining Laws. These mineral resources are managed by the BLM in 24 states. These Acts also provide a statutory mandate for operational activities related to these leased or sold commodities.

The following table shows the number of leases and prospecting permits for key mineral commodities in the nonenergy minerals program in effect as of September 30, 1989.

Number of Nonenergy Mineral Leases and Prospecting Permits

<u>Commodity</u>	<u>Number of Leases</u>	<u>Number Of Prospecting Permits</u>
Phosphate	136	3
Sodium	100	1
Potassium	201	4
Sulphur	0	23
Gilsonite	12	0
Lead/Zinc	37	13
Copper	3	47
Gold	2	39
Other 1/	<u>31</u>	<u>42</u>
TOTAL	522	172

1/ Includes amethyst, asphalt, barite, bentonite, clay, feldspar, fluorspar, garnet, gypsum, iron ore, limestone, molybdenum, olivine, quartz, quartz crystals, sand and gravel, silica, silver, uranium, and wavelite.

Uranium leasing operations, currently managed by BLM are primarily located on Indian lands in New Mexico and Washington. BLM's emphasis in 1991 will focus on reclamation of abandoned and existing sites.

No oil shale leases are planned to be issued in 1991.

Use Authorization and Leasing - The leasing/permitting program is a discretionary program with specific regulatory requirements which must be met prior to the issuance of a lease, permit or contract. The Bureau of Indian Affairs is the leasing and record keeping authority on Indian Lands.

BLM is responsible for performing minerals resource assessments, and classifications in support of leasing geothermal and nonenergy minerals on Public Land, National Forest land and other land in which the Federal Government owns part or all of the mineral estate and the lands are open to leasing. This information is incorporated into the BLM planning process. The BLM also conducts assessments and appraisals prior to disposal of mineral materials from the Public Land.

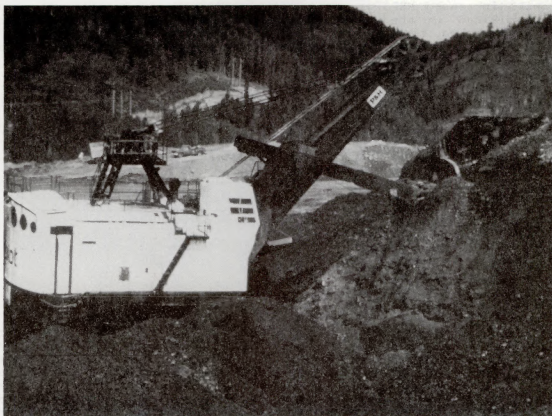
The BLM also issues appropriate authorizations (permits, contracts, leases, and licenses) for development of these mineral resources, and performs all other needed actions (readjustments/renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions). This includes ensuring compliance with lessee qualification criteria of section 2(a)(2)(A) of the Mineral Leasing Act, the Materials Act, and the National Environmental Policy Act. The BLM continues to exercise special care and to cooperate closely with other agencies when considering leasing in areas near but not in "Significant Thermal Features" listed in Section 115 of the Department of the Interior and Related Agencies Appropriations Act for 1987, and the Geothermal Steam Amendments Act of 1988.

Geothermal and nonenergy mineral leasing is done under both competitive and noncompetitive procedures. Lands classified as Known Leasing Areas (KLAs) and Known Geothermal Resource Areas (KGRA's) are leased competitively. Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. For nonenergy minerals preference right leases are issued noncompetitively. Demand for uranium leasing on acquired or Indian lands is currently low.

Mineral materials found on the Public Land are sold both competitively and noncompetitively; and free-use disposals are made to Federal, state and local governmental units for public projects.

Operations - Operations includes all activities which occur after the issuance of an authorization (i.e., license, permit, contract, and lease). The operations program is designed to meet the statutory and regulatory requirements related to both active and inactive authorizations.

BLM reviews, approves, and monitors industry operations related to exploration, development and production of these mineral resources. Prior to the commencement of full-scale mining or drilling operations, the operators/lessees may conduct additional exploration in order to clearly define the resource and to determine the mining and development methods and sequence to be used. For nonenergy minerals and geothermal resources, exploration is authorized through the approval of an exploration plan. A letter of authorization is required from BLM prior to exploration for mineral materials.



PHOSPHATE MINING

Upon completion of the removal of the phosphate ore, this Idaho mining site will be completely reclaimed.

When development and production are initiated, BLM's responsibilities include review and approval of all proposed exploration, development, production, and utilization plans, and inspections of all operations to ensure compliance with all lease terms and conservation and environmental standards. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the leases, licenses, permits, and contracts. The Bureau ensures that lease and contract bonds are established, and revised as necessary, to properly reflect regulations, policies, and guidelines as well as environmental protection.

For nonenergy leasable minerals, prior to final mine plan approval, the BLM coordinates with the Minerals Management Service (MMS) for royalty collection. For geothermal leases, a procedure similar to the oil and gas first production notice allows the MMS time to establish a royalty account.

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. New wells are being drilled and additional power plants are projected to come on line in 1990 and 1991. This activity provides a continuous workload in lease operations. Anticipated lease extensions resulting from the new provisions of the Geothermal Steam Amendments Act of 1988 will contribute to increased operations workloads in future years.

Moreover, the Geothermal Steam Amendments Act of 1988 mandates protection of significant thermal features which involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the Geological Survey and other agencies. This, together with increased NEPA analysis and procedures will sustain the normal operations workload in the geothermal program. The workload in nonenergy minerals is expected to remain level with the greatest emphasis on the production verification and inspection and enforcement aspects of the program.

Production and Royalties from Nonenergy Mineral leases are as follows:

1988 Nonenergy Mineral Production and Royalties From Leasing 1/

<u>Commodity</u>	<u>Production (Tons)</u>	<u>Federal Royalties</u>
Phosphate	4,290,000	\$ 3,200,000
Potassium	1,860,000	3,040,000
Sodium	3,600,000	12,200,000
Sulfur	---	---
Lead/Zinc	345,000	5,320,000
Other 2/	--- 3/	2,620,000
Total	10,095,000	\$26,380,000

Inspection and Enforcement and Production Verification - The Secretary, in the Federal Oil and Gas Royalty Management Act (FOGRMA) Section 303 Report, committed BLM to an expanded role in inspection and enforcement and production verification. For producing nonenergy and uranium leases, licenses, and permits, inspection and enforcement actions including production verification are conducted at least quarterly to ensure that all revenues from producing Federal and Indian mining operations are accurately reported, that production is proceeding in accordance with the approved mine plan, and the correct royalty rate is being applied. Annual on-the-ground inspections of nonproducing nonenergy mineral leases, licenses, contracts, and permits are required.

Mineral material permits and contracts are inspected on a regular basis to verify production and evaluate compliance with NEPA and other requirements. When routine compliance inspections, or other information, indicates the unauthorized removal of mineral materials, the BLM investigates the alleged minerals trespass and takes the necessary actions to resolve these cases.

Reclamation - The Bureau will conduct necessary field inspections to ensure proper compliance with permit, contract, and lease requirements for appropriate reclamation of areas disturbed by exploration and development activities on Federal and Indian lands.

1/ Mineral Revenues - 1988 Report of Minerals Management Service, U.S. Department of the Interior.

2/ Includes amethyst, asphalt, barite, bentonite, clay, copper, feldspar, fluorspar, garnet, gilsonite, gold, gypsum, iron ore, limestone, molybdenum, olivine, quartz, quartz crystals, sand and gravel, silica, silver, uranium, and wavelite.

3/ Production by commodity varies widely.

Oil Shale - In 1974 four prototype oil shale leases, two in Colorado and two in Utah were issued. The two leases in Utah were relinquished in 1986. The inactive mine, the remaining mine-related structures and the land surface within the Utah leases are now managed by the BLM. One of the leases in Colorado remains in suspension; the other has been reactivated and annual rental is required. These two Colorado leases are being monitored for the potential impact on the ground water in the area. Advance royalty payments are not required for either lease.

Increase From 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	8,509	8,771	+262
(FTE)	(168)	(169)	(+1)

The requested increase of \$262,000 and 1 FTE will be used to accomplish activities associated with the Congressionally authorized exchange of lands covered by two relinquished oil shale leases in Utah, and increased compliance monitoring for two leases in Colorado; one is currently suspended and the other is being reactivated. In Utah, we anticipate an increased workload with respect to completing the minerals evaluation of the State selected tracts; this will include more request meetings with the State of Utah and the Geological Survey. In Colorado, the reactivation of tract C-a will require the BLM to visit the lease site on a more frequent basis than when the lease was in suspension, to conduct compliance and monitoring associated with the mitigation of potential ground water pollution resulting from initial retort activities. During 1991 the BLM will oversee operations on lease C-b associated with the proposed Federal/private oil shale demonstration project. Funds for a feasibility study of the project were included in the Department of Energy 1990 appropriations.

Other Mineral Resources Workload Accomplishments 1/

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Geothermal					
Pre-lease notices/permits (#)	25	25	25	25	---
Noncompetitive lease applications (# processed)	100	20	20	20	---
Competitive leases (# offered)	40	---	---	---	---
Lease adjustments (# processed)	100	20	20	20	---
Lease operations 2/ (# actions)	140	140	140	140	---
Utilization licenses (# processed)	7	7	7	7	---
Inspection and enforcement (# inspections)	400	350	400	400	---
Mineral Materials					
Nonexclusive use site designations (# completed)	69	69	69	50	-19
Materials sales/permits (# processed)	2,459	2,400	2,400	2,400	---
Trespass (# cases completed)	35	35	35	42	+7
Nonenergy Minerals					
Pre-lease notices/prospecting permits (# processed)	96	277	260	260	---
Noncompetitive leasing (# processed)	79	40	40	40	---
Classifications and economic evaluation (# of actions)	69	90	90	90	---
Competitive Leasing (# of sales)	9	7	7	7	---
Lease adjustments (# of adjustments)	159	74	74	74	---
Lease operations (# plans processed)	96	58	80	80	---
Inspection and enforcement (# of inspections)	1,520	1,470	1,520	1,520	---
Uranium Operations 3/					
Pre-lease notices/prospecting permits (# processed)	5	5	5	5	---
Lease Adjustments (# processed)	2	---	---	2	+2
Noncompetitive leasing (# processed)	4	1	1	1	---
Lease operations (# plans processed)	4	9	5	5	---

1/ Workload measures in this program may, in some instances, appear slightly reduced from previous years. This apparent reduction reflects tightened reporting requirements which ensure that only completed actions are reported.

2/ Includes well applications, processed including temperature gradient holes.

3/ All workload measures are associated with uranium operations on Indian lands.

Distribution of Change By Object Class

The object class detail for the increase of \$262,000 and 1 FTE is as follows:

	FTE	Amount
Personnel Compensation	1	\$ 32,000
Personnel Benefits		7,000
Travel and Transportation of persons		23,000
Transportation of Things		20,000
Rents, Communications, and Utilities		25,000
Printing and Reproduction		15,000
Other Services		75,000
Supplies and Materials		30,000
Equipment		<u>35,000</u>
Total		\$262,000

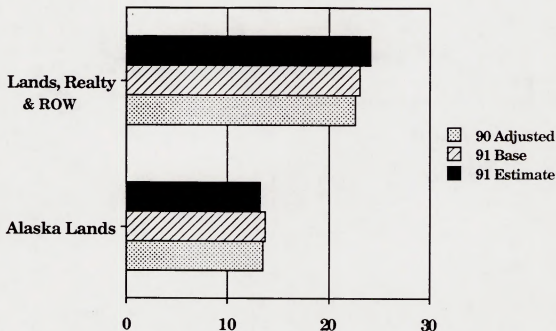
Activity Summary

Activity: Lands and Realty Management

(dollars in thousands)

Subactivity	1989 Actual <u>B.A.</u>	1990 Approp. <u>Enacted</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Lands, Realty and ROW Management	23,068	22,916	22,597	23,128	24,078	+950
Alaska Lands	<u>13,661</u>	<u>13,661</u>	<u>13,470</u>	<u>13,749</u>	<u>13,181</u>	-568
Total	36,729	36,577	36,067	36,877	37,259	+382

LANDS & REALTY MANAGEMENT Dollars in Millions



Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Lands, Realty and Rights-of-way Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	22,916	22,597	23,128	24,078	+950
(FTE)	(573)	(573)	(571)	(591)	(+20)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	22,916	-319	22,597

As a result of P.L. 99-177, BLM will defer processing of 40 withdrawal review cases, 25 withdrawal cases, 17 classifications reviews and 81 realty trespass cases.

Authorization

The Federal Land Policy and Management Act of 1976 authorizes the Secretary:

- 43 U.S.C. 1711 - to prepare and maintain inventories of all Public Lands (Section 201);
- 43 U.S.C. 1712(d) - to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications (Section 202(d));
- 43 U.S.C. 1714(a) - to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or Congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(1) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals (Section 204 (a));
- 43 U.S.C. 1714(1) - to review certain withdrawals in the 11 Western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews (Section 204(1));
- 43 U.S.C. 1713 - to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (Section 203);

- 43 U.S.C. 1715, 1716 - to exchange Public Land if the public interest will be well-served by making that exchange (Sections 205 and 206);
- 43 U.S.C. 1719 - to convey Federally owned mineral interests to the surface owner (Section 209);
- 43 U.S.C. 1721 - to convey omitted Public Land to a qualified occupant if it is in the public interest to do so (Section 211);
- 43 U.S.C. 1732 - to manage the use, occupancy, and development of the Public Land through leases and permits (Section 302);
- 43 U.S.C. 1733, 1740 - to protect and manage Public Land against willful and knowing violation of regulations, including trespass (Sections 303 and 310); and
- 43 U.S.C. 1761-1771 - to determine suitability of Public Land for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each rights-of-way (Sections 501 through 511).
- 30 U.S.C. 185 *Section 28 of the Mineral Leasing Act of 1920*, as amended, authorizes the Secretary to determine suitability of Public Land for oil and gas pipeline rights-of-way.
- 43 U.S.C. 321-323 *The Desert Land Act of 1877* provides for authority to reclaim arid and semi-arid Public Land of the Western States through individual effort and private capital.
- 43 U.S.C. 315 *The Taylor Grazing Act of 1934* authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964, and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
- 43 U.S.C. 1601 *et seq* *The Alaska Native Claims Settlement Act of 1971* authorizes and directs the Secretary to withdraw, to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification and to convey approximately 44 million acres to Alaska Native Corporations.
- 49 U.S.C. App. 211-213 *The Act of May 24, 1928*, as amended, authorizes the Secretary to lease contiguous unreserved and unappropriated Public Lands (not to exceed 2,560 acres) for a public airport.
- 43 U.S.C. 687b *The Act of August 30, 1949*, as amended, authorizes the Secretary to dispose of Public Land and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
- 16 U.S.C. 1277 *Section 6(d) of the Wild and Scenic Rivers Act*, as amended, authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

49 U.S.C. 2215
P.L. 97-248

Section 516 of the Airport and Airway Improvement Act of 1982 authorizes conveyance of lands to public agencies for use as airports and airways.

43 U.S.C. 4321,
4331-4335, 4341-4347

The National Environmental Policy Act of 1969 requires the preparation of environmental impact statements for federal projects that may have a significant effect on the environment.

16 U.S.C. 460y
P.L. 91-476

The King Range Act of 1970 authorizes the acquisition and exchange of lands in the King Range National Conservation Area.

94 Stat. 3381

Public Law 96-586 (Burton-Santini Act) authorizes and directs the Secretary to sell not more than 700 acres of Public Land per calendar year in and around Las Vegas, Nevada, the proceeds which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.

43 U.S.C. 641

The Carey Act of August 18, 1894, authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled.

98 Stat. 153
P.L. 98-408

Public Law 98-408 (Zuni Act) authorizes the Secretary to acquire, through purchase or exchange, certain private lands and to convey such lands to the Zuni Indian Tribe for religious purposes.

16 U.S.C. 3148
30 U.S.C. 181 note

Section 1008 of the Alaska National Interest Lands Conservation Act of 1980, as amended, mandates a review of withdrawals and other types of segregations and establishes a schedule of opening Public Lands to operation of the general land laws, and the mineral leasing and mining laws.

16 U.S.C. 818

Section 24 of the Federal Power Act of 1920 as amended, allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

43 U.S.C. 156
P.L. 85-337

The Engle Act of February 28, 1958, provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.

P.L. 100-409
43 U.S.C. 1701

The Federal Land Exchange Facilitation Act of 1988, allows for the streamline of Federal land exchanges.

43 U.S.C. 869

The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes.

P.L. 100-648
102 Stat. 3813
43 U.S.C. 869

The Recreation and Public Purposes Amendment Act of 1988, provides for suitable Public Land to be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.

16 U.S.C. 1241-
1249

The National Trails System Act of 1968, as amended, establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold with the receipts to be deposited in the Land and Water Conservation fund.

Objectives

The major objectives of the Lands, Realty and Rights-of-Way program are to:

- o Meet the Federal, State, local government and private needs for Public Land or land uses for community expansion, recreation and public purposes, and important economic development by providing land use authorizations, rights-of-way (ROW), land tenure adjustments, land disposals and conveyances;
- o Process lands, realty and rights-of-way (ROW) actions on a cost effective basis by collecting the appropriate case processing and monitoring costs and rental payments authorized by statute and implemented by regulations;
- o Provide basic and fundamental lands and realty services concerning the Public Land, other Federal Land, and Public Land resources in a timely and accurate manner to the public, State, local and other Federal agencies by informing the public and answering inquiries on the availability, use, status, location, and restrictions of Public Land or land originally part of the public domain;
- o Maintain and make available to the public, the Bureau and other Federal agencies official Public Land records, and provide for the operation, maintenance, improvement and storage of the basic Public Land records system of the Federal government;
- o Dispose of or convey Public Land tracts that meet specific statutory provisions for disposal or conveyance, or are identified in land use plans for disposal;
- o Exchange Public Land tracts in order to meet private, State and Federal agency management needs, to acquire lands with important public values, to improve manageability of public resources, and to eliminate incompatible inholdings consistent with land use plans;
- o Abate unauthorized or trespass use on the Public Land by a program of prevention, detection and resolution;
- o Monitor use at existing authorized landfills/dumps for adherence to stipulations, and promote disposal of such lands as appropriate;
- o Facilitate the development of energy and nonenergy resources in the public interest by prompt processing and granting of ROW's and temporary use permits for facilities over, upon, under or through Public Land and other Federal land;
- o Revoke land withdrawals in support of priority land exchanges and other lands, realty, and mineral actions;

- o Process new withdrawal applications (made under FLPMA or other authorities such as the Engle Act) and implement Congressional withdrawals for the management and stewardship of Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of lands between Federal agencies, departments and bureaus; and
- o Review other agency withdrawals as mandated by FLPMA; complete review of all BLM classification orders; continue review of waterpower and water storage withdrawals; and continue processing and review of withdrawals in Alaska.

Base Program

The Base level for the realty operations, rights-of-way management and withdrawal review and processing program is \$23,128,000 and 571 FTE.

Realty Operations

BLM provides basic and fundamental lands and realty services to the public, State, local and other Federal agencies by processing land use authorizations 1/, adjusting tenure through land exchanges (including supportive lands actions for exchanges such as withdrawal revocations), and completing land disposal actions 2/. BLM also operates the system for maintaining the official Public Land records of the Federal government, and responds to public inquiries about Public Land status, use and availability. The Base realty operations program is driven by public demand for realty services and adjustments between workloads occur as shifts in public demand are predicted to occur.

Land Exchanges - At the Base level, approximately \$3,200,000 will be used to process land exchanges in support of multiple use resource management decisions. Land exchanges have become an essential method of implementing multiple use management objectives by consolidating land ownership and obtaining resource values of great public significance. These exchanges have been primarily identified and considered in Resource Management Plans and have been determined to be in the public interest by meeting resource objectives for recreation, wildlife, riparian, threatened and endangered species, and wilderness programs.

At the Base level, 234,400 acres of state exchanges and 120,010 acres of private exchanges will be processed. The Base program is driven by state and private proposals for exchanges that have been identified in land use plans and support multiple use resource management objectives identified in plans. In many of the States, as remaining entitlements under the state indemnity selection statutes approach completion, state governments and proposing land exchanges to meet resource development opportunities and to consolidate their land holdings.

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- 1/ The category of land use authorizations also includes: (1) the lease or conveyance of land to State and local government agencies and non-profit entities under the Recreation and Public Purposes Act, (2) granting use authorizations to non-Federal entities under Section 302(b) of FLPMA, and (3) granting rights-of-way under Title V of FLPMA, Section 28 of the Mineral Leasing Act (MLA), and Title 23 of the U.S. Code (the Federal Highway Act).
 - 2/ Land disposal is the patenting (transfer of ownership) through sale under Section 203 of the Federal Land Policy and Management Act or other conveyance authorities such as the Desert Land Act or Airport and Airways Act.

The following table identifies planned exchange workload in 1991; however, it does not take into account the full workload involving preliminary identification, early negotiations, and planning for specific exchanges. Because each individual exchange involves a variety of complex factors and circumstances, the resource objectives, acreages and values of the offered and selected lands vary as exchange proposals are processed. This sometimes has resulted in decreased acreages actually exchanged within the Base program.

The Federal Land Exchange Facilitation Act (FLEFA) of 1988 (P.L. 100-409) provides for uniform regulations pertaining to negotiations, land appraisals and value resolution in the land exchange process. Regulations were published as proposed rules in August, 1989 and are scheduled to be issued as a final rule in late 1990. Implementation of the provisions of FLEFA will provide additional opportunities to complete smaller, private exchanges within the Base program. The FLEFA regulations provide guidance for processing exchanges in 1991.

Within the 1991 Base program the following exchange activities are currently planned:

State	State Exchanges		Private Exchanges		Total
	Acres	Number of Exchanges	Acres	Number of Exchanges	Estimated Cost
Arizona	111,700	4	22,000	4	\$ 650,000
California	3,700	8	22,500	23	335,000
Colorado	1,400	1	1,550	7	370,000
Idaho	36,300	3	2,010	3	307,000
Montana	13,800	3	32,100	6	338,000
Nevada	5,200	2	0	0	172,000
New Mexico	45,000	3	22,400	4	530,000
Oregon	1,000	1	9,950	6	393,000
Utah	16,000	3	2,800	9	9,000
Wyoming	<u>300</u>	<u>1</u>	<u>4,700</u>	<u>2</u>	<u>96,000</u>
Total	234,400	29	120,010	64	\$3,200,000

Land Disposals - The BLM plans to convey 6,000 acres of Public Land to State governments under the State Indemnity Program in 1991. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association.

Public Land sale offerings under the authority of Section 203 of FLPMA are planned to continue at 8,000 acres in 1991. The Base program provides for anticipated interest in the sale of Public Lands. Decreased public interest occurs because the most desirable tracts have already been sold, and the general economic market for rural, vacant lands has decreased.

The Base program supports a continued emphasis on land sales under the Burton-Santini Act, which provides for the offering for sale of 700 acres annually in Clark County, Nevada.

At the Base level, 100 Desert Land Entry (DLE) applications will be resolved. The Base program continues a minimal level of processing for DLE cases as a result of emphasis on higher priority workloads supporting multiple-use objectives such as completing exchanges, processing of permits and other types of conveyances.

UNAUTHORIZED USE

Unauthorized dumping of trash on the Public Lands is an eyesore and a health hazard:



Land Use Authorizations - Land use authorizations under FLPMA Section 302(b) provide for private use of Public Land through lease, permit or easement authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide authorizations needed to meet public demand for uses of Public Land. At the Base level, 231 leases or permits would be issued which maintains a relatively stable response to the public demand for these types of permits.



LAND USE PERMITS

A western movie set on the Public Land is just one of the many varied uses that requires a land-use permit.

BLM also responds to local and State government demands for community expansion and new public facilities in a timely fashion, primarily through use of Recreation and Public Purposes Act (R&PP) authorizations. At the Base level, 159 R&PP leases will be processed. Regulations implementing the Recreation and Public Purposes Amendments Act (P.L. 100-648) will be developed in 1990.

Official Land Records - The operation, maintenance and improvement of the official Public Land records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of the lands and realty program. These historic and current records amount to over 1 billion pieces of information and are made available to the public, local and state governments, other Federal agencies, and for BLM management purposes. The workload in the Base program is not measured by conventional workload accomplishments, but is reflected in the availability of the Public Land records for public use, and the responsiveness of BLM employees to the general information requests about Public Land status, use and availability. Other BLM programs (e.g. recreation, oil and gas, and mining law administration) also provide direct public assistance about Public Land; however, the basic records and their use by other programs and the general public is primarily a function of the lands and realty activity.

Every BLM office makes basic Public Land records available for the public to review. The Base program provides for continued maintenance of manual paper record system including master title plats, historical indices of lands actions, copies of patents, and other pertinent (and often historic) documents about the Public Land and land formerly in the "Public Domain" but now in private ownership. In addition, every BLM program requires accurate information about Public Land availability, status, and use authorizations such as information about mineral leases, use, and availability.

Improvement and automation of the Public Land records system is underway through implementation of the Automated Land and Mineral Records System (ALMRS). The BLM lands and realty program, as all other Bureau programs that depend on accurate and up-to-date land records, will become more efficient and effective as ALMRS is implemented. In addition, the existing manual, microfilm, and paper records systems available in most offices will be automated and become more accessible and usable by the public and by BLM programs.

Until ALMRS is implemented Bureauwide, however, the responsibility for maintaining the existing land records system continues to be funded through the lands and realty Base program level. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and input into the On-line Case Recordation and Access (ORCA) system for the ALMRS lands data base is a responsibility within the lands program. Updating of data elements and records on an individual case file basis occurs as each current action is completed in the normal course of lands case processing.

Rights-of-way:

The rights-of-way (ROW) component of the program is funded from a combination of appropriated funds and from fees paid by applicants wishing to use the Public Land for ROW purposes. These fees are made available for use by the BLM through the "Service Charges, Deposits, and Forfeitures" (SCDF) indefinite appropriation to help offset BLM's cost of processing the ROW authorizations. Due to the "reasonableness criteria" of FLPMA (Section 304(b): 43 U.S.C. 1734(B)), some ROW applicants receive a partial waiver of the fees, and others receive a total waiver.

The ROW workload is divided between casework and noncasework functions. Noncasework actions include functions such as pre-application review, corridor

planning, research, managerial direction, training, and other aspects of program management not directly associated with a specific case. All noncasework activities are funded from the MLR appropriation account.

Casework is the primary workload in the ROW program. Casework includes the response to an application, including preliminary investigations, assessments, appraisals, development of special stipulations, issuance of the ROW grants and/or temporary use permits, and monitoring. Applicants for these uses include individuals, corporations, public and private utilities, associations, and state and local governments. They apply to use the Public Land for a wide range of projects, such as the construction and operation of petroleum pipelines, power lines, energy development and distribution facilities, roads, communication sites, ditches, hydro-electric facilities, and water pipelines. In some cases, the applications are made to authorize an existing but previously unauthorized use.

Casework also includes compliance and monitoring. This is the effort to ensure that the project authorized is constructed and operated in accordance with the terms and conditions of the authorization, including the law, regulations and the granting document. Monitoring and compliance often include construction-site visits and post-construction inspections.

The Base program continues with the processing of ROW applications in as responsive manner as possible, while considering the public demand for other land use authorization priorities. The Base program provides for 2,175 grants to be issued; however, 2,575 cases are estimated to be filed.

Withdrawal Processing and Review:

FLPMA requires land withdrawal and classification reviews to ensure that there are no unnecessary closures to appropriate Public Land uses. FLPMA section 204(1) mandates a comprehensive 15-year review of most withdrawals of Federal lands in the 11 Western States, exclusive of Alaska. The FLPMA review was to be completed by 1991. Given the continuing effects of the National Wildlife Federation lawsuit on this effort since 1985, BLM will not be able to meet the 1991 deadline for withdrawal reviews. The Base program does, however, include continued processing of high priority withdrawals, classification actions and withdrawal processing in Alaska in support of other lands and program actions.

The Base level allows for the processing 70 withdrawals, composed of 50 new withdrawals and 20 withdrawal revocations, to protect Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of lands between Federal agencies, Departments and Bureaus.

The *National Wildlife Federation (NWF) v. Burford, et al.* lawsuit on land classification and withdrawal reviews is expected to continue to impact the program workload even though the District Court issued an order in November 1988 that vacated the preliminary injunction (PI) and dismissed the case based on NWF's lack of standing. However, on June 20, 1989, the U.S. Court of Appeals reversed the District Court's dismissal of the case. On January 16, 1990, the Supreme Court agreed to hear the government's appeal of the June 20 1989 Appellate Court decision which overturned the lower court's dismissal based on NWF's lack of standing to sue. This litigation will continue to delay withdrawal reviews.

The Base level withdrawal review workload for 1991 consists of the review of high priority withdrawals based on coordination with other Federal agencies. Successful completion of this schedule depends on the ability of other agencies to make timely submissions of their withdrawal rejustifications. At the Base level, 100 withdrawal reviews will be processed. At this level of program accomplishment, 2,500 cases involving an estimated 14.5 million acres remain to be reviewed in future years. This will result in the continued unavailability of certain Public Land to other multiple resource uses.

Classification actions, under a variety of public land laws, originally segregated over 170 million acres either partially or wholly from entry under the public land laws and in some cases, from mining and mineral leasing purposes. The Base program includes funding for five high priority classification reviews. These will be conducted to ensure that there are no unnecessary closures to multiple-use activities due to obsolete or unneeded land classifications on the Public Land.

Withdrawal processing and review in Alaska will continue including the review of Federal holdings pursuant to Section 3(e) of ANCSA. This workload includes processing of new withdrawals which are an integral part of the entire State and Native conveyance program and subsequent revocations which may be required. Withdrawal processing and review priorities in Alaska are driven by the State and Native conveyance program and determined within the Patent Plan Process.

Waterpower activities involve the identification and evaluation of Federal lands with significant water and power potential. At the Base level, 15 waterpower cases will be reviewed. This review will provide land managers with information to ensure that potential water and power site information is included in land use plans.

Increase from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	23,128	24,078	+950
(FTE)	(571)	(591)	(+20)

The 1991 Estimate level is an increase of \$950,000 and 20 FTE. The increase will be used for processing land exchanges in support of BLM's multiple-use programs. The increase is needed to complete priority land exchanges that directly support the initiatives of Recreation 2000 and Fish and Wildlife 2000, and which are identified in completed land use plans.

The increase will be used for completing an additional 36,000 acres of State exchanges and 36,000 acres of private exchanges involving 35 additional exchange proposals. The total exchange program in 1991 would be 426,000 acres. The exchange increase is shown in the following table:

	State Exchanges		Private Exchanges		Total Estimated Cost
	Acres	Number of Exchanges	Acres	Number of Exchanges	
Base Program	234,000	29	120,000	64	\$ 3,200,000
Increase	<u>+36,000</u>	<u>+11</u>	<u>+36,000</u>	<u>+24</u>	<u>+950,000</u>
Total	270,000	40	156,000	88	\$ 4,150,000

These additional exchange acreages are achieved in part due to implementation of the Federal Land Exchange Facilitation Act (FLEFA) of 1988. FLEFA permits the streamlining of land exchange procedures, and assures that there are uniform regulations pertaining to land appraisals and value resolution in the land exchange process. The implementation of FLEFA is anticipated to increase the demand, interest and diversity of exchanges in 1991. The FLEFA

regulations will be finalized in 1990 and the procedures are anticipated to increase demand for initiating exchanges with State governments. In addition, FLEFA will expand options for processing exchanges, primarily involving negotiations at the early stages of proposal development, by providing uniformity in appraisal standards and defining a process for reaching agreements on proposal values.

In addition, withdrawal review actions will be needed to correspond with the number of land exchange actions. It is anticipated that 20 new withdrawal revocation processing cases will be processed in support of multiple-use land exchanges. Land exchanges often require time-consuming land withdrawal revocations or modifications before the exchanges can proceed, and the subject lands can be transferred free of encumbrances.

Lands, Realty and Rights-of-way Management

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1989 Actual</u>	<u>1990 Adjusted Approp.</u>	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Recreation and Public Purposes (R&PP) leases and patent applications (# cases)	153	159	159	159	---
State indemnity selections (000s acres)	6	6	6	6	---
Exchanges (000s acres):					
State	64	77	234	270	+36
Private	241	193	120	156	+36
Permits (# cases)	929	231	231	231	---
Desert land entries (# cases)	144	100	100	100	---
Public land offered for sale (000s acres)	8	8	8	8	---
Burton-Santini Act offers (acres)	200	700	700	700	---
Realty Trespass (# cases)	1,052	1,000	1,081	1,081	---
R/W Grants Issued:					
(# of cases processed)					
- Minor	2,648	2,150	2,150	2,150	---
- Major	15	25	25	25	---
R/W Cases Processed:					
(# of cases processed)	2,565	2,575	2,575	2,575	---
R/W Trespass					
(# of cases processed)	234	200	200	200	---
Withdrawal processing (# cases)	95	70	90	90	---
Withdrawal review (# cases)	140	100	140	140	---
Classification review (# cases)	22	5	22	5	-17
Waterpower (# cases)	15	15	15	15	---

Distribution of Change by Object Class

The object class detail for the proposed increase of \$950,000 and 20 FTE is as follows:

	FTE	Amount
Personnel compensation	20	\$640,000
Personnel benefits		120,000
Travel and transportation of persons		40,000
Transportation of things		30,000
Rent, Communications, and Utilities		20,000
Other services		50,000
Supplies and Materials		30,000
Equipment		<u>20,000</u>
Total		\$950,000

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Alaska Lands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	13,661	13,470	13,749	13,181	-568
(FTE)	(279)	(279)	(278)	(274)	(-4)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	13,661	-191	13,470

As a result of P.L. 99-177, BLM will be deferring pre-planning conveyance of some actions within geographic areas referred to as "windows" of the Patent Plan Process which will result in 100,000 fewer acres being available for conveyance in future years.

Authorization

48 U.S.C. Chap. 2 note
P.L. 85-508

The *Alaska Statehood Act of 1958* as amended, provides for the admission of the State of Alaska into the Union and authorizes and directs the Secretary of the Interior to convey approximately 104.5 million acres to the State.

43 U.S.C. 1601 *et seq.*
P.L. 92-203

The *Alaska Native Claims Settlement Act of 1971*, as amended, authorizes and directs the Secretary to withdraw, 1/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification, and to convey approximately 44 million acres to Alaska Native corporations. The Act also provides broad exchange authority to facilitate the purpose of the Act.

16 U.S.C. 3101 *et seq.*
P.L. 96-487

The *Alaska National Interest Lands Conservation Act of 1980*, as amended, provides for the designation, management, and conservation of certain Public Lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes. The Act also contains broad exchange authority to facilitate the purposes of the Act.

- 1/ Under various Public Land Orders, Public Lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the Public Land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended (30 U.S.C. 181-287).

- 43 U.S.C. Chap. 270 *The Indian Allotment Act of 1906*, as amended, provided up to 160 acres to be conveyed to Alaska Natives.
- 43 U.S.C. 1701
P.L. 94-579 *The Federal Land Policy and Management Act of 1976* authorizes the Secretary:
- 43 U.S.C. 1711 - to prepare and maintain inventories of all Public Lands (Section 201);
- 43 U.S.C. 1713 - to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (Section 203);
- 43 U.S.C. 1716 - to exchange Public Land if the public interest will be well served by making that exchange (Section 206);
- 43 U.S.C. 1719 - to convey Federally-owned mineral interests to the surface owner (Section 209);
- 43 U.S.C. 1721 - to convey omitted Public Land to a qualified occupant if it is in the public interest to do so (Section 211);
- 43 U.S.C. 1732 - to manage the use, occupancy, and development of the Public Land through leases and permits (Section 302);
- 43 U.S.C. 1733 - to protect and manage Public Land against willful and knowing violation of regulations, including trespass.
- 43 U.S.C. 869 *The Recreation and Public Purposes Act of 1926*, as amended, authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency;
- 43 U.S.C. 687b *The Act of August 30, 1949*, as amended, authorizes the Secretary to dispose of Public Land and certain withdrawn Federal land in Alaska that are classified as suitable for housing and industrial or commercial purposes;
- 16 U.S.C. 1277 Section 6(d) of the *Wild and Scenic Rivers Act of 1968* authorizes the Secretary to exchange or dispose of suitable Federally owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System;
- 49 U.S.C. 2215
P.L. 97-248 Section 516 of the *Airport and Airway Improvement Act of 1982*, authorizes conveyance of lands to public agencies for use as airports and airways;
- 43 U.S.C. 4321,
4331-4335, 4341-4347 *The National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment;

The *Alaska Railroad Transfer Act of 1982*, authorizes the Secretary of Transportation to transfer rail properties of the Alaska Railroad to the State of Alaska.

Objectives

The major objectives of the Alaska lands program are to:

- o Utilize the Patent Plan Process to transfer land title to Native corporations and the State of Alaska;
- o Process Native allotment parcels in Alaska to the point of approval for survey, and issue certificates (patents) to qualified Alaska Native allotment applicants after survey;
- o Conduct land exchanges using FLEMA as well as other unique Alaska exchange authorities to improve the overall land management pattern for the Department of Interior in Alaska;
- o Process other lands cases (i.e., R&PP Authorizations and Alaska Settlement Claims) in order to expedite the conveyance of lands to the State of Alaska, municipalities, local governments, Native corporations, and individuals;
- o Complete actions resolving title conflict on townsite lands;
- o Continue authorization for leases, permits and other non-right-of-way realty actions;
- o Manage easements reserved under ANCSA, and continue priority implementation of the ANCSA Section 17(b) Easement Management Program;
- o Continue the development of automated land and mineral records system to meet the needs of Alaska conveyance and land management programs, and integrated with the Bureauwide ALMRS initiative; and
- o Continue a program of trespass inventory, recordation and abatement of realty trespasses in Alaska.

Base program

The Base funding level for the Alaska lands program is \$13,749,000 and 278 FTE.

The Base program in Alaska primarily is composed of the Patent Plan Process workloads and other realty actions associated with Public Land use authorizations.

Patent Plan Process:

The priority emphasis of the Alaska lands program is support to complete title transfers to the State of Alaska and Native corporations through the Patent Plan Process. The Patent Plan Process was initiated in 1986, to improve the efficiency of land title adjudication and cadastral surveys, and thereby increase the number of acres patented to the State and Native corporations.

The Patent Plan Process is a multi-year program planning process (3 to 5 years) to facilitate the survey of lands and transfer of title to Native corporations and the State of Alaska. The plan calls for the annual

identification of future work in geographic areas, or "windows." This allows a concentrated effort to complete all needed lands adjudication of inholdings in the "window" prior to initiating cadastral survey of the "windows". This planning provides for the most efficient and cost effective manner practical.

In annual requests, the State of Alaska and the Native corporations identify the priority lands they wish to have patented in coming years. Historically, large acreages were initially transferred to the State by Tentative Approvals (TAs) and to Native corporations by Interim Conveyances (ICs). The State continues to emphasize increased issuance of patents on their identified priority lands rather than large acreages transferred by Tentative Approval. The Tentative Approval and Interim Conveyance approach was once used to provide an initial acknowledgment of the decision to transfer lands to the State and to Native corporations. It was recognized at the time that additional work would be necessary prior to final patenting of these lands. This continuing additional workload includes the adjudication of inholdings in larger transfer areas, Native allotments, mining claims, and other land claims actions, and the necessary completion of cadastral survey work prior to issuance of patent.

At the Base level, the program will continue to emphasize transfer of lands by patent rather than by Interim Conveyance or Tentative Approval, and transfer a projected 2.7 million acres of lands to Native corporations and 2.8 million acres to the State. A variety of circumstances result in a shift of total acreage between the State and Native corporations. The decrease in acreage to be patented to Native corporations at the Base level is due, in part, to increased complexity of the adjudication process, increased numbers of Native allotments, and the planning of the "windows" from previous years, which resulted in a higher level of State lands brought forward for adjudication and patenting in 1991 as compared to Native Corporations.

The resolution of Native allotments is complex, requires more expensive field time in the logistically complex Alaska work environment and requires extra coordination efforts with the Native allottees. At the end of 1988, approximately 6,900 Native allotment parcels were awaiting survey and issuance of final certificates. At the Base level, 800 Native allotments would be processed, reflecting continued emphasis on resolution of Native allotments in 1991.

The Patent Plan Process will continue to involve the resolution of "Aguilar hearing cases," another type of Native allotment. "Aguilar hearing cases" involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings by BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee. At the Base level, 10 "Aguilar hearing cases" will be resolved.

At the Base level in 1991, the State of Alaska will receive patent and tentative approval to an additional 2.8 million acres bringing the total acres patented to an estimated 38.1 million acres (36% of the total lands to be patented). Tentative approved lands remaining to be patented will amount to over 50 million acres. Alaska Native corporations will receive patent and interim conveyance to an additional 2.7 million acres bringing the total acres patented to an estimated 12.2 million acres (28% of the total lands to be patented). Interim conveyed lands remaining to be patented amount to over 26 million acres.

The Projected Alaska Conveyance Schedules are:

(Acres in millions)

<u>Native Corporations</u>	<u>1987 1/</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991 Base</u>
Interim Conveyances Annually	0.5	0.5	0.5	0.5	1.0
IC Lands Remaining to be Patented.	29.8	28.0	27.9	26.9	25.9
Patent 2/ Annually	0.2	1.6	0.8	3.0	1.7
Cumulative Total	5.1	6.7	7.5	10.5	12.2
<u>State</u>					
Tentative Approval Annually	0.9	0.6	0.4	0.2	0.3
TA Lands Remaining to Be Patented	54.8	51.0	50.6	50.4	50.1
Patent 2/ Annually	2.3	2.7	1.3	0.6	2.5
Cumulative Total	31.0	33.7	35.0	35.6	38.1

1/ Numbers adjusted in 1987 to reflect the submerged lands review of chargeability of certain lands conveyed to Native corporations.

2/ Patent acreage is directly dependent on acreage surveyed.

Other Realty Actions

Automation - Work is underway to develop the Automated Land and Mineral Record System (ALMRS) for Alaska to support the land conveyance and minerals programs. ALMRS development in Alaska ensures compatibility and integration with the Bureauwide ALMRS development efforts.

Easements - Section 17(b) of the Alaska Native Claims Settlement Act of 1971 (ANCSA) authorizes the Secretary to reserve certain public easements across Native lands in Alaska. Easements are reserved at the time of conveyance in the conveyance document. The location, width, and authorized uses for the easements are specifically identified. The Native corporations have asked the Federal Government to specify the management principles to be applied to these easements and the responsibilities of each party in monitoring and regulating use. In addition, various Federal agencies other than BLM are concerned with the management of those easements providing access to land under their jurisdiction. A coordinated effort by NFS, FWS and BLM has inventoried the easements. At the Base level, priority easements will be located and marked with emphasis first on identifying access to high-use areas.

Realty Actions - The resolution of townsite issues in 48 open townsites involves adjudication, cadastral survey, and realty field work, to support the BLM Townsite Trustee. At the Base level, high priority areas will be addressed. In 1989, 10 townsites were closed and approximately 200 trustee deeds were issued. The program is projected to continue at approximately this level in 1991 resulting in the closure of 10 townsites, and issuance of 200 deeds.

Exchanges - Exchange proposals are being considered by various Native corporations, the State of Alaska and other land owners in Alaska. In addition, land use plans being completed by the BLM and other agencies contain potential exchanges which may enhance the management of public and private lands. The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate their management objectives. Congress has provided unique exchange authorities for lands and interests in lands in Alaska, and has directed the Secretary to use those authorities in resolution of land tenure disputes in Alaska. At the Base level, only high priority land tenure adjustment cases will be processed, deferring lower priority workloads to future years.

Decrease from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	13,749	13,181	-568
(FTE)	(278)	(274)	(-4)

The 1991 Estimate level is a decrease of \$568,000 and 4 FTE. At the 1991 Estimate level, 2.7 million acres will be conveyed to Native Corporations and 2.8 million acres will be conveyed to the State. This maintains a level program of conveyance to both the State of Alaska and to Native corporations. Certain lands casework involved with the Patent Plan Process, however, will be deferred. The deferred casework includes field examinations, case review and adjudicative review of selections within the Patent Plan "windows". These deferred cases are in the early stages of the Patent Plan Process. The results of this deferred casework will be to convey less acreage in 3 to 5 years. The proposed funding level will also reduce discretionary, lower priority land use authorizations by 10 permits or leases.

Alaska Lands Workload Accomplishments

The planned workload accomplishments for 1989, 1990 adjusted, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1990		1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
	1989 Actual	Adjusted Approp.			
Native conveyances (million acres)	0.9	3.1	2.7	2.7	---
State conveyances (million acres)	1.7	0.8	2.8	2.8	---
Native allotments (parcels)	750	800	800	800	---
Land use authorizations (cases)	158	130	130	120	-10
Land tenure adjustments 1/ (cases)	30	26	20	20	---
Unauthorized use (cases)	7	12	12	12	---

1/ These cases include exchanges, FLPMA sales, Alaska Settlement Claims, jurisdictional transfers, and title resolution (e.g., Aguilar Hearing Cases).

Distribution of Change by Object Class

The object class detail for the proposed decrease of \$568,000 and 4 FTE is as follows:

	FTE	Amount
Personnel compensation	4	\$128,000
Personnel benefits		26,000
Travel and transportation of persons		90,000
Transportation of things		80,000
Rent, Communications, and Utilities		60,000
Other services		104,000
Supplies and Materials		50,000
Equipment		<u>30,000</u>
Total		\$568,000

Activity Summary

Activity: Renewable Resources Management

(dollars in thousands)

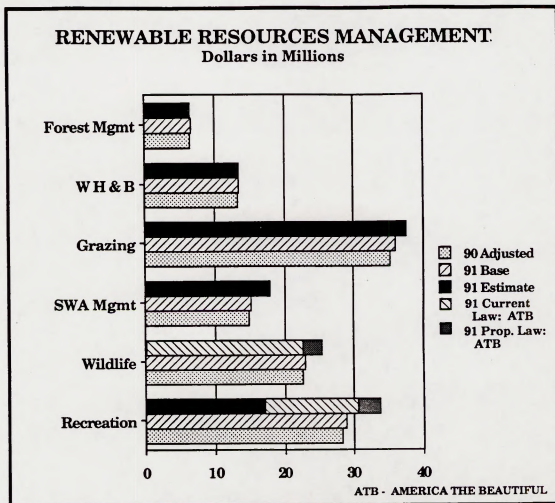
Subactivity	1989 Actual	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Current Law						
Forest Management	6,685	6,674	6,581	6,718	6,612	-106
Wild Horse and Burro Management	14,560	13,598	13,408	13,548	13,548	---
Rangeland Management	34,600	35,796	35,296	36,080	37,558	+1,478
Soil, Water and Air Management	14,471	15,146	14,935	15,181	18,024	+2,843
Wildlife Habitat Management	19,985	22,927	22,607	22,993	22,607	-386
Recreation Management	25,160	28,749	28,348	28,941	30,102	+1,161
Total	115,461	122,890	121,175	123,461	128,451	+4,990

Proposed Law:

Inc./Dec.
Cur. Law

America the Beautiful

[43,539] [+6,920]



Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	6,674	6,581	6,718	6,612	-106
(FTE)	(130)	(130)	(129)	(129)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	6,674	-93	6,581

The 1990 reduction pursuant to PL 99-177 will be achieved by reducing the volume to be offered for sale by 2.7 million board feet (MMBF). The entire program reduction is in reduced timber sale offerings as this will not compromise future harvests and it is reflective of the new F.D. Forest Management Policy which provides for a "balanced" level of outputs.

Authorization

43 U.S.C. 1711,
1732
F.L. 94-579

The *Federal Land Policy and Management Act of 1976*, provides for management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, an inventory of Public Land resources and other values.

16 U.S.C. 594
F.L. 67-315

The *Timber Protection Act of 1922* provides for the protection of timber from fire, disease, and insects.

Objectives

A new Public Domain Forest Management Policy was approved by the BLM Director in October 1989. This new policy statement provides the framework for the managing of the forest management program in the 11 western states except for lands in western Oregon. The program objectives which are reflected in this new policy are:

- o Use the Bureau planning system to determine specific forest land management objectives and uses;
- o Implement practices and investments which are reflective of the long term cycle of forest management and which lead to maintaining the desired forest ecosystems;

- o Maintain future harvest levels by giving priority to the accomplishment of reforestation of current harvest areas;
- o Eliminate the reforestation backlog;
- o Conduct an efficient forestry program which provides public service and multiple-use benefits as well as manages the higher productivity lands in order to increase the output of forest products;
- o Maintain the forest resource inventory for the purpose of determining land use planning objectives and appropriate harvest levels;
- o Meet public needs for commodity and noncommodity benefits and uses;
- o Adjust annual sale offerings to correspond with public demand and local market conditions while maintaining the concepts of sustained yield;
- o Receive fair market value for the sale of forest products; and
- o Prevent, investigate, and eliminate unauthorized use.

Base program

The 1991 Base level for Public Land Forest Management is \$6,718,000 and 129 FTE.

This program provides for the management and development of 1.8 million acres of commercial forest lands (CFL) outside of western Oregon which are capable of producing at least 20 cubic feet of timber per acre per year. The CFL acres are the source of commercial sawlogs harvested from the Public Land. Additional products, such as fuelwood, posts, and poles, are sold from CFL acres where there is a market for these products. An additional 20 million acres of Public Land are managed specifically for woodland values. These woodlands are plant communities which generally occupy more arid sites than the CFL and are primarily comprised of tree species or sizes that are suitable for non-sawlog products. Woodlands are the source of a variety of products such as fuelwood, posts/poles, Christmas trees and pine nuts.

All BLM forest lands outside of western Oregon are managed under the authorities and requirements of the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's forest land policy, which is based on this Act, requires management of these lands under multiple-use principles. The new PD Forest Policy statements emphasize overall forest land management while providing for commercial timber and other forest product harvests. The most significant changes in the new policy statements are those which require reforestation to be kept current with timber harvest and the importance of funding to meet public demand. During 1990, implementation guidelines will be developed for the policy.

The policy supports use of the planning system as a tool in developing long term forest management objectives for the various uses of the land. Decisions concerning biological diversity, noncommercial species values, and/or forest age and size distribution are encouraged, as are the use of forest product harvest, prescribed fire, or other means to achieve desired forest ecosystems. The policy stresses that forest lands benefit society in two ways, by providing forest products and by providing less tangible benefits such as wildlife habitat, recreation, or improved water quality. One benefit should not take dominance over others until careful thought is given to long range planning and program direction.

Under the principles of multiple-use, sustained yield, and environmental protection, it is BLM policy to serve as good stewards of the public forests and woodlands. Even if the BLM does not sell timber or woodland products, the responsibility to provide an appropriate level of stewardship management remains. This responsibility consists of providing basic protection of the timber resource, including trespass abatement, insect and disease control, and prevention of permanent impairment or the productivity of the land. It involves a minimum level of inventory and meeting the public demand for information. It also requires the BLM to respond to the need for timber removal for rights-of-way or other activities which are incidental to forest management.

Commercial Forest Land Management

Commercial forest land management is practiced on the most productive 1.2 million acres of commercial timber lands, located primarily in California, Colorado, Idaho, Montana, eastern Oregon, and Wyoming.

The primary focus of the timber program is to manage commercial forest land (CFL) which is available for harvest to provide for the production and sale of timber as raw material to mills and other end product users. The CFL available for harvest has an estimated annual allowable sale quantity (ASQ) potential of 76.0 million board feet (MMBF). Due to a lack of strong demand in some areas, the level of sale offerings has been below the ASQ. Improved market conditions nationwide and the reduced timber supply in the Pacific Northwest due to the issues associated with the northern spotted owl and old-growth, may create a demand to offer the full ASQ in the near future.

The following table shows the distribution of commercial forest land and ASQ by State:

COMMERCIAL FOREST LAND

<u>State</u>	Total Commercial Forest Land (thousands of acres)	Operable Commercial Forest Land (thousands of acres)	Allowable Sale Quantity (MMBF)
California	178	142	12.5
Colorado	480	174	11.9
Idaho	322	276	16.5
Montana	420	265	11.0
Oregon (E.) 1/	254	220	17.4
Wyoming	<u>210</u>	<u>149</u>	<u>6.7</u>
Total	1,864	1,226 2/	76.0

Timber harvest is also used as a tool to obtain or facilitate the following multiple-use benefits of forest land management:

- o Development of desired ecosystems and maintenance of biological diversity for wildlife, threatened and endangered plant and animal species which is in support of BLM's *Fish and Wildlife 2000* initiatives as well as recreation benefits.

1/ Excludes public domain forest land intermingled with the Oregon and California Grant Lands in western Oregon.

2/ Approximately 638,000 acres have been withdrawn from the CFL base for wilderness review, protection of other resource values, topographic limitations, accessibility, fragile sites, etc.

- o Construction and maintenance of roads which provide public recreation access in support of BLM's *Recreation 2000* initiative and improved access for fire presuppression and control;
- o Increased waterflow from managed watersheds;
- o Perpetuation of healthy forests, i.e., fire presuppression and insect and disease control; and
- o Creation and/or maintenance of habitat and forage for wildlife and livestock.

Full implementation of the new policy would maximize the opportunity for attainment of these benefits



HABITAT DIVERSITY

Properly designed timber harvest enhances wildlife habitat diversity.

Timber Sale Process

The major elements of the commercial forest management component are interdisciplinary timber sale planning, sale preparation and sale administration.

- o Planning identifies the need for physical and legal access, cadastral survey requirements, and completes the environmental analysis.

- o Preparation includes sale layout, access acquisition, road design, timber cruising and appraisal, contract preparation and sale advertising.
- o Administration involves conducting the sales, awarding the contracts and contract administration to ensure compliance with the terms of the timber sale contract.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, interdisciplinary inventory and analysis, and trespass abatement.

At the 1991 Base funding level, approximately 63 MMBF of timber could be offered for sale. Each timber sale is analyzed to determine if the return to the Government exceeds the costs of holding the sale and modifications to the sale proposal are made where possible to decrease costs or increase revenue. No sales will be held except when other benefits far outweigh the loss in revenue. Disposal of below cost commercial timber will only occur: 1) where the forest has been infected by insects or disease and harvest is the required tool to stop the infestation; or 2) to facilitate other activities such as wildlife habitat enhancement or rights-of-way and the sale of the timber is a method of salvaging some value as a result of another type of project.

Reforestation and Forest Development

Forest development is an integral part of the commercial timber program which provides silvicultural practices needed to achieve sustained yield and support the allowable harvest. Reforestation is generally required to promote regeneration of trees after harvest and to ensure that the new forest will contain desirable timber species. Brush and debris piling with tractors and prescribed burning for site preparation are often required to prepare sites for reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other plant species which tend to proliferate in newly cut areas. Later, precommercial thinning may be necessary to remove excess trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand.

Reforestation and forest development provides additional multiple-use benefits:

- the rapid establishment of a new forest can hasten attainment of multiple-use and biological diversity management objectives;
- soil protection and the maintenance of water quality; and
- mitigation of regional and global climatic change.

Additionally, the increased efforts to reduce current and backlog reforestation efforts would increase forested acres. Forests experience substantial net biomass growth which sequesters carbon thereby functioning as "sinks" for atmospheric carbon, the build-up of which is thought to contribute to global warming. Full implementation of the new forest policy would maximize the opportunity for attainment of all of these benefits.

An analysis of forest development needs in 1984 indicated that backlogs of reforestation and timber stand improvement have developed through the years. These backlogs were caused by several factors. Fire and insects have destroyed many stands which have not been rehabilitated. Reforestation techniques employed before the 1970's had a higher failure rate than current techniques. Reliance on natural regeneration for some areas during this period also proved to be unsuccessful. Improved knowledge about reforestation techniques and stocking levels has greatly reduced reforestation failures.

Additional funding in recent years targeted for backlog reduction has allowed BLM to analyze the situation and begin a gradual reduction in reforestation backlog acreage. The reforestation backlog has been reduced to approximately 10,000 acres, down from the initial 20,700 acres identified as backlog in 1985. Overall forest development capability continues to decline due to increased treatment and other program management costs.

PRECOMMERCIAL THINNING

In addition to enhancing growth, thinning in lodgepole pine increases tree vigor which in turn helps the trees to resist insect and disease attacks.



The results of a 1989 review of the reforestation backlog efforts indicate the 1992 goal will not be met for the following reasons:

- o When the special funding started, the required level of base funding for meeting current reforestation and forest development needs were not identified.
- o The cost of treatments was underestimated and cost increases to complete new treatment projects have occurred.
- o To minimize the creation of new backlog, the current reforestation and forest development treatments have been given higher priority for available dollars than the backlog.
- o Drought conditions throughout large areas of the west in recent years have resulted in numerous plantation failures. An anticipated or expected level of normal planting failure was not considered when the original estimates were developed.

The program review conducted in 1989 also revealed:

- o Inconsistent interpretation of backlog criteria resulted in a tabulation of needs and accomplishments that were not completely reliable.
- o There are additional "non-backlog" reforestation opportunities such as unreclaimed wildfire areas and new areas acquired through land exchange that were either understocked or unstocked.
- o Additional backlog acres have "come-on-line" since 1985. These are areas on which reforestation treatments had been accomplished but were in their "waiting period" pending a determination as to whether the treatments were successful during the prescribed period of time.

Further analysis during 1990 will clarify the backlog definitions and the BLM's progress toward reaching the reforestation goal. This analysis will then ultimately result in the development of a schedule and funding strategy for the completion of the backlog reduction objectives as well as any additional reforestation opportunities.

At the Base level, a total of 2,300 acres would be reforested, which is 800 acres more than in 1990. There will also be an increase in Timber Stand Improvement (TSI) acres and a decrease in land treatment acres for the 1991 Base. What appears to be an imbalance in acreage between the 2 years is due to the differences in treatment costs. Reforestation (tree planting) costs per acre are significantly higher than for the other treatments.

Woodland Management

The primary focus of the woodlands program is stewardship and public service through providing information, vegetative product permits, prevention of unauthorized use and developing desirable forest vegetation communities. Typical woodland products such as fuelwood, Christmas trees, posts and poles are generally purchased by individuals for their own use. In some areas where demand for these products is high, they are occasionally sold to small businesses that resell to individuals. Free-use permits are available for nonprofit groups or organizations. The large quantity of permits to be issued in 1991 represents a considerable degree of public service in that many individuals are gaining a tangible benefit from the Government. Additionally, the selling of permits is also a form of unauthorized use abatement by making it as easy as possible for individuals to obtain forest products legally. Positive public relations and education efforts provide this type of information to the public.

Inventory of the BLM woodlands is continuing, and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of shrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

An additional benefit of woodland product sales is the family or individual recreational experience associated with acquiring forest products such as Christmas trees and fuelwood. These program services provide a great deal of public visibility to the BLM. Maintaining these high visibility activities are also very important to the maintenance of the BLM's working relationships with its broad variety of constituents in the west.

Sale of woodland products involves most of the same activities as sales of commercial timber. The activities are: (1) establishment of product harvest areas; (2) support activities such as environmental analysis and archaeological surveys; (3) sale and issuance of permits; and (4) field compliance monitoring.

The following table shows the distribution of the BLM woodlands by State:

STATE WOODLANDS DISTRIBUTION

<u>State</u>	<u>Woodlands (thousands of acres)</u>
Arizona	1,240
California	387
Colorado	3,536
Idaho	385
Montana	138
Nevada	6,210
New Mexico	1,721
Oregon (Eastern)	286
Utah	6,418
Wyoming	<u>207</u>
Total	20,528

Decrease from 1991 Base

(dollars in thousands)

	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Difference</u>
\$	6,718	6,612	-106
(FTE)	(129)	(129)	(---)

The 1991 Estimate is a decrease of \$106,000 from the base level.

The proposed decrease will be achieved by reducing the timber volume to be offered for sale in 1991 by 3 million board feet to a proposed offering level of 60 million board feet. This is the same level of sales offering as proposed for 1990. The new P.D. Forest Management Policy provides for a "balanced" level of outputs. Reforestation efforts will be maintained because future harvest levels are dependant upon the continued efforts to eliminate the reforestation backlog and prevent additional backlogs from developing. Reduced timber sale offerings permits the focus of priority attention on maintaining total current and future forest productivity and concentrating on higher priority program work.

Forest Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's of acres)	199	110	200	200	---
Forest plans prepared (#)	63	60	60	60	---
Timber offered for sale (MBF)	63,900	60,000	63,000	60,000	-3,000
Other forest products (permits issued)	45,908	44,300	42,000	42,000	---
Land treatment (acres)	4,032	4,800	2,900	2,900	---
Reforestation (acres)	2,575	1,500	2,300	2,300	---
Timber stand improvement (acres)	1,075	400	800	800	---
Pest Control (acres)	378	100	300	300	---

Distribution of change by object class

The object class detail for the proposed decrease of \$106,000 is as follows:

	FTE	Amount
Travel and transportation of persons		7,000
Transportation of things		8,000
Rents, communication and utilities		18,000
Other services		46,000
Supplies and materials		19,000
Equipment		8,000
Total		\$106,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Wild Horse and Burro Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	13,598	13,408	13,548	13,548	---
(FTE)	(145)	(145)	(144)	(144)	(---

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	13,598	-190	13,408

The reduction pursuant to P.L. 99-177 will result in the deferral of efforts to complete 4 new herd management area plans (HMAP) on lower priority areas.

Authorization

43 U.S.C. 1732, 1734
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.

16 U.S.C. 1331-1340
P.L. 92-195
P.L. 95-514

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the *Public Rangelands Improvement Act of 1978*, provides for the management, protection and control of wild horses and burros on Public Lands and authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

43 U.S.C. 1901 *et seq.*
P.L. 95-514

The Public Rangelands Improvement Act of 1978 establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

41 U.S.C. 501
P.L. 95-24

The Federal Grant and Cooperative Agreement Act of 1977 distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

Objectives

The objectives of the Wild Horse and Burro program are to:

- o Protect and manage wild horses and burros through implementation of herd management area plans and monitoring of herd areas in accordance with land-use plan decisions;

- o Manage herds in accordance with monitoring results and land use planning decisions and continue efforts to achieve the appropriate management level, which is estimated to be between 30,000 and 31,000 animals; and
- o Dispose of excess wild horses and burros in a humane and efficient manner by destruction of old, sick, or lame animals, and by placing healthy adoptable animals in private care.

1991 program

The 1991 Base and Estimate levels for the wild horse and burro management program are \$13,548,000 and 144 FTE.

Wild horses and burros typically occupy public rangeland areas in common with wildlife species and livestock. The long-term numbers of each group to be managed in each area is determined through the resource management planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions are subsequently monitored and adjusted if necessary and excess animals are identified and removed when necessary to maintain a thriving ecological balance and multiple-use relationship. The completed BLM plans indicate that the Public Land will support between 30,000 and 31,000 wild horses and burros on about 200 herd management areas. Following the completion of resource management plans, specific herd management area plans (HMAPs) are prepared for each herd management area to guide the management of individual herds and habitats, including monitoring requirements.

The BLM will be in the 7th year of its goal to reach the appropriate management levels from the approximately 64,000 head of wild horses and burros at the start of 1985 to the present estimated number of 46,500 head at the beginning of 1990. As a result of the removal efforts the majority of the excess animals removed from the Public Land have been adopted to qualified applicants. However, approximately 30 percent of an average herd is composed of animals that are either too old to be desirable for adoption or possess some physical impairment making them unadoptable.

In 1988 BLM initiated a sanctuary program as an alternative to destruction or fee-waiver of healthy unadoptable wild horses. Sanctuaries provided an opportunity for unadoptable wild horses to roam relatively undisturbed on selected private land acres. The BLM presently has established two sanctuaries which have the capacity to maintain approximately 4,000 animals. Because insufficient private funding was available for start-up costs, the sanctuary program was structured to provide Federal funding for up to 3 years. After 3 years private fund raising efforts are expected to raise sufficient capital to sustain each sanctuary's operations.

The BLM's present policy associated with the sanctuary program is to monitor the 2 existing sanctuaries to determine their success at raising the funding necessary to become self sufficient. BLM does not anticipate the establishment of any additional sanctuary until the success of the existing two sanctuaries has been demonstrated.

It is estimated that all available sanctuary space will be occupied by the end of 1990 thus requiring the BLM to modify its removal program objectives for 1991.

Management of Wild Horses and Burros on the Range

The program level continues the effort initiated in 1990 to place more emphasis on management of animals on the Public Land. The need for increased emphasis on this part of the program was underscored by a recent Interior Board of Land Appeals decision which increases the quality and quantity of data needed for establishing the existence of excess animals on the Public Land. The enhanced program will concentrate on more accurately defining the

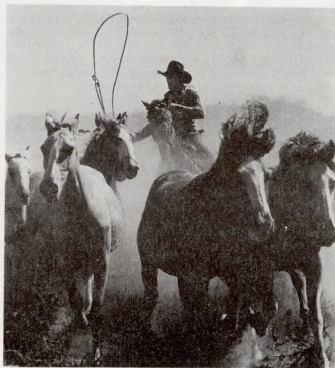
number of wild horses and burros, their habitat needs and development of plans which outline management objectives and actions needed to maintain a thriving ecological balance and multiple-use relationship in wild horse and burro herd areas. This will entail the development of 10 HMAFs and monitoring of 167 herd management areas.

Removal Efforts

An appeal to IBLA of horse removal plans in Nevada during 1989 severely restricted removal levels that could be achieved. As a result the population of wild horses and burros on Public Land has increased from an estimated 42,300 animals at the beginning of 1989 to 46,500 animals on about 200 herd areas at the start of 1990. This is an increase of approximately 4,200 animals. Removal of approximately 8,700 excess animals in 1990 is expected to result in a population of about 46,300 wild horses and burros by the end of 1990.

WILD-HORSE ROUNDUP

In order to reach planned management levels, wild horses are being gathered for removal from the Owyhee Mountains in Idaho.



With the filling of the 2 existing sanctuaries there will not be an outlet for unadoptable animals in 1991, a significant shift in program procedures will be required. Starting in 1991, capture plans will be modified to remove only adoptable animals, with unadoptable animals being returned to the herd areas. Additionally, if the ongoing research project continues to demonstrate that chemicals are an efficient method of controlling population numbers this technique will be applied to a portion of the wild horses returned to herd areas. However, for the immediate future the removal costs will significantly increase and the wild horse population numbers will increase as a result of lower removal numbers.

These strategies, which will be applied for the first time in 1991 will prevent an increase in the near-term cost of disposition, and hold promise for reducing the long-term removal costs. Also, it is anticipated that as the 2 existing sanctuaries become self-sufficient, new sanctuaries will be established. This will again provide fiscally responsible alternatives for the placement of unadoptable horses in future years.

In 1991, 4,900 animals would be removed from the Public Land. At this removal level the wild horse and burro population will reach 49,700 by the end of 1991.

Adoption and Related Disposition Programs

Following removal from the Public Land, all healthy animals are made available for adoption to qualified applicants for a standard fee. During 1991, adoption fees for horses will continue at \$125 and the fee for burros will be \$75 per animal. These fees are deposited in the "Service Charges, Deposits, and Forfeitures" account and are available through appropriation for use in the wild horse and burro program.

Placement of 6,100 animals into private hands is planned in 1991. Except for and a few animals estimated to be adopted at reduced fees under strict guidelines, virtually all adoptions will be at full fee.



HOLDING CORRALS

Wild horses awaiting adoption in California corrals.

Less than 200 animals which are found to be unadoptable after capture will be sent to one of the 2 operating sanctuaries. These animals will maintain the sanctuaries near their capacity by replacing animals that are expected to die.

Due to the reduced removal effort in 1988 and 1990, the last contract maintenance center was closed in early 1990. It is anticipated that sufficient space for holding newly captured animals pending adoption will be available in State prison training program facilities and BLM corrals.

The prison wild horse training program will continue to provide training to enhance the adoptability of about 2,000 older animals and provide care for an average of 1,500 animals pending their adoption.

Program Management and Policy Development

The committee report accompanying the 1989 Interior Department Appropriations Act recommended the establishment of an oversight committee or advisory group to assist the BLM in its responsibility of reaching appropriate management levels through humane, cost effective management practices. The BLM is in the process of forming this advisory group and plans to have the committee appointed and functioning by the end of 1990. It will provide a public forum that, in strictly an advisory capacity, will gather and analyze information, make studies, and hear public testimony in order to offer advice and develop recommendations from a national, public-interest perspective for the Secretary and the BLM Director to consider.

In conjunction with the advisory committee BLM will examine the challenge cost share opportunity in order to enhance the available wild horse and burro program funding.

Wild Horse and Burro Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base and Estimate
Herd management area plans implemented	8	6	10
Herd areas monitored	167	167	167
Animals removed	5,200	8,700	4,900
Animal disposition:			
Adoption	5,900	5,400	6,100
Death (old, sick, lame)	520	870	340
Compliance checks	500	300	200
Animals maintained in contract corrals (average)	2,000	500	---
Animals maintained in contract corrals (EOY)	900	---	---
Animals maintained in prison facilities (average)	1,100	1,100	1,500
Animals trained in prison facilities	1,200	1,250	2,000
Animals maintained in sanctuaries (average)	1,900	3,900	3,900
Population on Public Land (EOY)	46,500	46,300	49,700

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Rangeland Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	35,796	35,296	36,080	37,558	+1,478
(FTE)	(827)	(827)	(824)	(856)	(+32)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	35,796	-500	35,296

The reduction pursuant to PL 99-177 of \$500,000 will deferr the preparation of 20 allotment management plans, and monitoring on 100 allotments, and 200,000 acres of inventory.

Authorization

43 U.S.C. 1711,
1732, 1751, 1753
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, as amended, provides for range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also requires the preparation and maintenance of an inventory of public land resources on a continuing basis.

43 U.S.C. 1901-1908
P.L. 95-514

The *Public Rangelands Improvement Act of 1978* requires the improvement of the condition of public rangelands, and other range management practices.

43 U.S.C. 315
P.L. 73-482

The *Taylor Grazing Act of 1934*, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.

42 U.S.C. 1241-1243
P.L. 90-583

The *Carlson - Foley Act of 1968* authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.

42 U.S.C. 4321,
4331, 4335, and
4341-4347
P.L. 90-190

The *National Environmental Policy Act of 1969* requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.

7 U.S.C. 1012-1013A
P.L. 75-210

The *Farm Tenant Act of 1937 ("Bankhead-JonesAct")* provides for management of acquired farm tenant lands.

The Federal Grant and Cooperative Agreement Act of 1977 distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

EO 12548

EO 12548 Grazing Fees provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands and provides further that the fee shall not be less than \$1.35 per animal unit month.

Objectives

Through the application of selective management, which is a land categorization process designed to assign management priorities to areas according to their potential to respond to management, the major objectives of the rangeland management program are:

Range Use Administration

- o Emphasize a strong public service attitude through the timely issuance of 28,160 grazing billings and prompt processing of lease and permit applications (renewals, transfers, grazing and RI permit applications).
- o Provide adequate use supervision to assure implementation of existing management and to control unauthorized use and subleasing.
- o Identify and incorporate rangeland management data for the BLM'S existing automated records system update as well as maintain existing data and inventory systems.

Allotment Evaluation

- o Conduct monitoring on 10,700 highest priority allotments in categories Improve ("I") and Maintain ("M"). Special emphasis is directed to those allotments containing riparian areas as well as allotments with unsatisfactory range conditions.
- o Establish an ecological site data baseline for developing management plans, monitoring studies, and determining range condition and trend for high priority uplands and riparian management areas.
- o Establish climate monitoring studies to provide data for evaluating allotment management.

Management and Adjustments

- o Develop agreements or decisions to implement use adjustments, within 5 years of the land use plan record of decision. Use a participative approach including consultation and coordination with affected interests. Maintain the current priority on improving riparian areas.
- o Prepare new/revised allotment management plans, using an interdisciplinary approach, incorporating the desired plant community concept, and give priority to "I" allotments not meeting riparian management and/or rangeland condition objectives.

- o Encourage participative management with livestock operators and other affected interests, and provide incentives for private investments in range improvements on the Public Land.
- o Maintain cooperative programs with States and counties for noxious weed control and with Animal and Plant Health Inspection Service (APHIS) for Mormon cricket and grasshopper control on Public Land.

Base program

The 1991 Base program for the Rangeland Management program is \$36,080,000 and 824 FTE.

Range Use Administration

The Rangeland Management program is a major component of the BLM's multiple-use program for natural resource management and stewardship, and directly supports the Nation's need for domestic food resources, makes contributions to local and regional economies, and protects the vegetation resource on the Public Land.

BLM issues about 28,160 grazing bills annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that utilize 164 million acres of Public Land for all or part of their yearly forage requirement. The BLM has completed the implementation of its new automated billing system. Emphasis in 1991 will be on the implementation of the range improvement project system (RIPS). Additionally, emphasis will be placed on range use administration and supervision to ensure that grazing is managed to meet both upland and riparian area objectives and that the terms and conditions of permits and leases are met. Range use administration consumes about one-third of the staff resources of the Rangeland program, or approximately 270 FTE workyears.



LIVESTOCK GRAZING AS A TOOL FOR IMPROVED CONDITIONS

In order to achieve improved range conditions, Allotment Management Plans must be written, implemented and monitored.

Allotment Evaluation

Monitoring (range studies) provides the mechanism for enabling the BLM to determine the effects of current range management practices, and determine if the practices are meeting management objectives. Ecological site inventories will be conducted on 3.1 million acres for baseline data to support monitoring, activity planning and to determine the extent, condition and potential of upland and riparian management areas. Monitoring data is also used to analyze the changes in range condition over time. Monitoring studies include: forage utilization (a measure of the amount of forage consumed by livestock, wildlife, wild horses, etc.); actual use (the number of livestock using the range); trends (changes toward or away from management objectives) and climate (measured precipitation and temperature).

These monitoring studies are applied in various combinations and intensities depending upon the management objectives for a particular allotment or class of allotments. The allotments categorized for "improve" (allotments requiring improved ecological conditions) demand the most intensive monitoring effort while allotments categorized for "maintenance" (allotments with an ecological condition requiring only that it be maintained) allow for reduced study efforts. There are approximately 10,700 priority "I" and "M" allotments of which the 1991 Base level provides for the establishment of monitoring plans on 8,300 of these allotments. According to the annual data collection schedules the monitoring plans require data collection on 6,500 allotments in 1991.

Riparian Areas

The BLM places a high priority on the management and improvement of riparian systems. Riparian area management is a key issue on rangeland areas and will be a focal point of resource management priorities well into the next decade. Riparian areas, the narrow band of green vegetation along rivers, streams, springs, bogs, lakes, and ponds, typically represent only about one percent of the acreage encompassed by the Public Land. These areas have ecological significance far beyond their small acreage. They provide vital components of the habitat for hundreds of wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities for individuals utilizing the Public Land.

One of BLM's riparian management objectives is to achieve good or better ecological condition on 75 percent of the riparian areas by 1997. Management of these habitats is achieved by the implementation and monitoring of activity plans. Implementation entails the development of necessary projects, and associated management prescription for the area. Monitoring assures that the management objectives are being met or provides the data necessary to modify the prescription to meet the objectives.

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participative approach especially in concert with livestock grazing management and timber harvest activities. Field demonstrations have proven that riparian areas can be restored when properly managed.

Management and Adjustments

Implementation of land use plans within the rangeland management program is achieved principally through the preparation and implementation of allotment management plans (AMPs). At the Base level, the BLM will develop and/or revise 227 cooperative grazing plans or AMPs. These AMPs are agreements that specify rangeland management objectives, grazing prescriptions and needed range improvement projects and treatments necessary to implement the land use

plans. AMPs include prescribed livestock grazing practices which are designed to manage and use vegetation resources for sustained yield of forage plants, protection or enhancement of riparian and other unique plant communities, and protection of watershed values, as well as other objectives. The development and implementation of management prescriptions for a complete management unit or allotment, including the upland, riparian and other special areas within the unit is a prerequisite to long term success in achieving management objectives on all parts of the management unit. These plans also provide the requisite framework for the identification of resource improvement and treatment projects. All plans are monitored to analyze changes in rangeland condition and to determine if objectives are being met.

Data from the monitoring and the allotment evaluation processes are used to determine the need for grazing use adjustments to meet management objectives. Adjustments are made by agreement or decision in coordination with the livestock user and other affected interests.

Improvement of the public rangelands is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Physical improvements are used to facilitate improvement in both upland and riparian range conditions on those allotments where investments will yield the highest returns.

Specific investments to improve riparian areas will receive priority ranking especially where multiple-use benefits are high. Development projects such as fencing, off-site water developments and vegetation improvements that not only enhance the grazing opportunities, but also other resources such as riparian values, wildlife habitat and recreational opportunities will be funded primarily from the "Range Improvements" appropriation. Preliminary planning and investment analysis for improvements are funded in this subactivity. The BLM has reduced expenditures by a policy of not implementing new improvements that are extremely costly and instead by relying on either existing or additional management practices to maintain the presently acceptable conditions.

The Rangeland Improvement Policy has encouraged private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and has shifted maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements.

Noxious weed infestations which pose health hazards to grazing animals, and threaten the productivity of rangelands and adjacent agricultural lands occur sporadically on the Public Land throughout the western United States. As a consequence of their impact to an area, infestations are targeted for weed control efforts. Cooperative weed control efforts exist among BLM and other Federal, state, and county agencies. BLM's Base funding provides for control on about 200 sites within 5 project (state) areas.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	36,080	37,558	+1,478
(FTE)	(824)	(856)	(+32)

An increase of \$1,478,000 and 32 FTE is proposed at the 1991 Estimate level.

The increase is composed of two components, as follows:

AMPs and Riparian Area Management (+\$1,218,000; +29 FTE)

Additional funding supports implementation of resource management plan decisions on a priority basis. This includes the orderly use and administration of livestock grazing on all "I" and "M" category allotments and monitoring studies to evaluate the effectiveness of rangeland management actions in achieving resource management objectives.

Implementation of land use plans within the rangeland management program is achieved through the preparation and implementation of AMPs. Past improvement in the condition of public rangeland grazing allotments both on riparian and upland areas is attributable to the implementation of AMPs. Recent evaluations and audits of the range program have identified the absence of AMP's on the majority of BLM managed allotments as a deficiency and recommended that AMP's be prepared. Given the need to improve upland and riparian range conditions, AMP preparation will be completed on 55 additional allotments.

The plans will involve allotments where riparian area improvement and/or the reversal of declining range condition are AMP objectives. The accomplishments will also entail establishing monitoring studies, and also the continued implementation of riparian management programs that were previously initiated. These include: an additional 22,000 acres of inventory (assessment) of riparian areas, the establishment and conduct of monitoring on 60 additional allotments including the 55 new allotments, development of 40 multiple-use rangeland and riparian improvement projects, and maintenance of 44 additional projects.

Volunteer Support (+\$260,000; +3 FTE)

BLM actively encourages voluntary contributions of services, material, labor and other expertise from conservation organizations, user groups, and individuals to aid in the management, operation and maintenance of the rangeland resources. During 1988 the Bureau received over \$5 million worth of volunteer services at a cost of approximately \$550,000. The initiative will expand the BLM's capability for rangeland management and will utilize the additional volunteer support for the construction and maintenance of range improvements (fences, water developments, retention structures etc.), inventorying vegetation resources, and analyzing rangeland data. With a benefit to cost ratio of 10 to 1, an increase of \$260,000 will be used for volunteer program expenses which include project materials, travel, vehicles, supervision, and awards.

Rangeland Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1989 Actual</u>	<u>1990 Adjusted Approp.</u>	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Inventory (000's acres)	2,400	2,900	3,100	3,122	+22
EIS's completed (#)	1	---	---	---	---
AMPs (# completed)	197	207	227	282	+55
Leases/permits administered (# issued)	28,160	28,160	28,160	28,160	---
Data Collection or Allotments Monitored (# of allotments)	6,100	6,300	6,400	6,460	+60
Project development (# developed)	260	280	280	320	+40
Project maintenance (# maintained)	200	200	200	244	+44
Weed control (# projects)	5	5	5	5	---

Distribution of change by object class

The object class detail for the proposed increase of \$1,478,000 and 32 FTE is as follows:

	FTE	Amount
Personnel compensation	32	\$1,024,000
Personnel benefits		208,000
Travel and transportation of persons		25,000
Transportation of things		25,000
Other Services		100,000
Supplies and materials		<u>96,000</u>
Total		\$1,478,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Soil, Water, and Air Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	15,146	14,935	15,181	18,024	+2,843
(FTE)	(276)	(276)	(275)	(283)	(+8)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	15,146	-211	14,935

The reduction of \$211,000 pursuant to PL 99-177 will result in BLM deferring 100 water sources quantifications, monitoring of 50 watershed stations and development of 10 watershed projects.

Authorization

43 U.S.C. 1701,
1711
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

43 U.S.C. 315
P.L. 73-482

The *Taylor Grazing Act of 1934*, as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

33 U.S.C. 404
P.L. 95-217

The *Clean Water Act*, as amended, by the *Water Quality Act of 1987*, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of nonpoint source pollution.

43 U.S.C. 1901 *et seq.*
P.L. 95-514

The *Public Rangelands Improvement Act of 1978* provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends on public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.

42 U.S.C 201
P.L. 95-190

The *Safe Drinking Water Act Amendments of 1977* amended Section 2 of the *Safe Drinking Water Act* to require compliance with all Federal, State, or local statutes for safe drinking water.

43 U.S.C. 1593
P.L. 98-569

The *Colorado River Basin Salinity Control Act Amendment of 1984* amends Section 203 of the *Colorado River Basin Salinity Control Act* and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.

33 U.S.C. 467
P.L. 92-367

The *National Dam Inspection Act of 1972* requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection and regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams on Public Lands of 25 feet or more in height which impound 50 acre-feet of water or more.

16 U.S.C. 2001
P.L. 95-192

The *Soil and Water Resources Conservation Act of 1977* provides for the conservation, protection and enhancement of the Nations soil, water, and related resources for sustained use.

42 U.S.C. 7401-7642
P.L. 95-95

The *Clean Air Act of 1977*, as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

42 F.R. 26951
E.O. 11988

Executive Order 11988, Floodplain Management, May 24, 1977, provides for the restoration and preservation of natural and beneficial floodplain values on the Public Lands.

42 F.R. 26961
E.O. 11990

Executive Order 11990, Protection of Wetlands, May 25, 1977, provides for Federal agencies to take action to minimize the destruction, loss, or degradation of wetlands and to preserve and enhance the natural and beneficial values of wetlands in carrying out programs effecting land use.

Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

Objectives

The major objectives of the Soil, Water, and Air Management program are:

Resource Assessment

- o Schedule and conduct soil surveys to provide baseline data on 157 million acres of Public Land by 1992;
- o Complete the identification of water sources on the Public Land and maintain documentation and quantification for resource uses;
- o Operate climate stations to supplement other sources which provide data concerning climatic conditions and air quality for Public Land management;
- o Monitor Public Land watersheds and airsheds to determine the effectiveness of BLM management programs and assure compliance with air and water quality standards and regulations;

Watershed Management

- o Prepare management plans to identify actions needed to implement land use decisions relating to watershed values. Priority is given to restoration of watershed areas not meeting riparian management objectives and achieving the goal of "no net loss" in wetlands, and meeting State water quality requirements;
- o Evaluate the technical and economic feasibility of alternative watershed practices and Best Management Practices (BMP's) in order to select the most cost effective method to achieve acceptable watershed conditions;
- o Implement and maintain watershed improvements designed to minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage to improve Public Land watershed conditions including riparian areas;
- o Provide for the legal and physical availability of water to meet multiple-use needs by filing for water rights in compliance with State law;

Technical Assistance and Interpretation

- o Provide soil, water, climate and air quality information and technical assistance for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forestry, fire management, wilderness, recreation, and rangeland management;
- o Participate in multidisciplinary approaches for achieving healthy, productive riparian conditions for maximum long-term benefits; and
- o Assist and coordinate with State governments in preparing water quality programs, including nonpoint resource management activities, and BMPs.

Base program

The 1991 Base level for Soil, Water and Air is \$15,181,000 and 275 FTE.

Resource Assessment

This program provides basic data and technical information for soil, water and air resources. The program includes monitoring efforts to determine the effectiveness of BLM management programs on the Public Land watersheds, including riparian areas and airsheds, and to determine if management actions and investments are achieving the intended objectives while meeting required water and air quality standards. Climate monitoring and data are coordinated to support various BLM programs.

At the 1991 Base level, watershed inventories are planned for 6 million acres of Public Land. These baseline data provide information on soil erosion, sedimentation, and water quality and quantity.

Soil surveys which assess the productive capability of the land and provide interpretations of soil productivity will be completed on 3.5 million acres at the Base level. By the end of 1991, 151 million acres of Public Land will have been covered by soil surveys. This represents 96 percent of the total acreage targeted for completion by 1992.

In response to water rights adjudications in various Western States, BLM quantifies and identifies consumptive and instream flow water uses associated with Public Land management. In 1991 the Base level of water sources quantified remains at 5,100 which meets scheduled State adjudications.

Within the air portion of the program, BLM presently operates 105 monitoring stations which provide data on climatic conditions and air quality for BLM planning and EIS efforts.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the BLM contributes approximately \$100,000 to support the operation of 15 acid rain monitoring stations in the Western United States. The data are being used to determine baseline conditions and to assess the significance of acidic deposition.

Watershed monitoring is conducted to document changes in soil erosion, sedimentation, water quality, water quantity and riparian condition. The data are used to determine whether specific soil and water management objectives are being achieved and to assess compliance with legal standards. Approximately 2,450 stations are monitored under the Base program.

Watershed Management

Following the completion of a resource management plan, watershed management plans are developed which identify specific watershed and riparian area management objectives. Such plans will target development and/or management opportunities to high priority improvements where the greatest benefits can be derived for the least cost. The Base provides for the preparation of 33 watershed management plans.

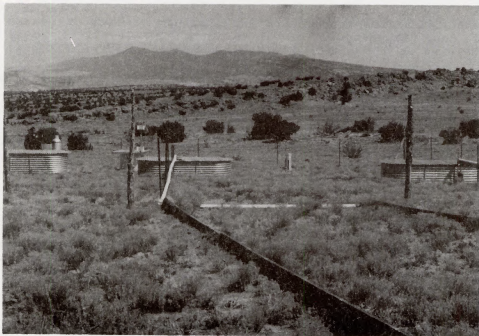
Over the past few years, BLM has focused increasing attention on improving watershed condition, particularly in riparian areas. Riparian areas represent only about 1 percent of the Public Land but have ecological significance far greater than their small acreage would imply. The BLM has developed an interdisciplinary management program which incorporates the participation of three primary program subactivities which are involved in this initiative: Rangeland Management, Soil, Water and Air Management and Wildlife Habitat Management.

Watershed planning, development, and maintenance provide for stabilizing soils, improving watershed conditions, augmenting water supplies, improving water quality through land treatment or development projects, protecting or improving riparian areas, achieving the goal of "no net loss" in wetlands,

reducing soil loss and erosion through placement of retention structures, and protecting public health and safety. The Base program emphasizes maintenance of 175 existing projects to maintain their effectiveness, correct unsafe or deteriorating watershed conditions, and protection of human safety and property. Also, the Base program would allow construction of 285 new watershed and riparian improvement projects.

Within the Base program, efforts will be directed toward using water source quantification data along with other previously collected information to file water rights claims in compliance with State law or quantifying federal beneficial uses associated with reserved right needs.

BLM plans to continue to inspect and evaluate dam structures on Public Land to ensure that they are safe and do not have the potential to endanger life or property. The Base program level provides for evaluation of 110 structures.



WATERSHED MONITORING

Facilities being used for baseline monitoring to measure changes in watershed condition.

Technical Assistance and Interpretation

The base program provides for riparian technical assistance in such areas as hydrology, stream dynamics and channel functions, geomorphic processes, ground and surface water interaction and wetlands delineation. Water resource expertise is also provided through coordination with the States in preparing and carrying out water resource and water quality programs.

Interpretation of climate and air data is used to support operational activities such as grazing, prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management and regulatory compliance.

Interpretation of soil survey data is necessary for input to all resource planning and management activities. Determination of productivity, susceptibility to erosive factors, capability for rehabilitation following soil disturbing activities such as mining, recreational uses, and timber sale activities, are but a few resource uses that require technical interpretations.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	15,181	18,024	+2,843
(FTE)	(275)	(283)	(+8)

An Increase of \$2,843,000 and 8 FTE is proposed at the 1991 Estimate level.

Global Climate Change Research (+\$2,400,000; +2 FTE)

In support of the Administration's efforts to address global change, additional funding is proposed for a series of studies to examine the social, environmental, and economic consequences of global change, and of any actions dealing with such change, as related to decisions and policies for the land and resources for which the Interior Department has stewardship responsibility. This funding (\$300,000) will assist the Department in developing methodologies to estimate these social, economic and environmental consequences by developing both a data base and models relating to the consequences of global change.

The BLM proposes, through its global change initiative, to acquire knowledge to improve its ability to predict and understand the effects of possible changing climatic regimes which impact the ecological relationships existing in the environments throughout the West and Alaska. With an increase of \$2,100,000, the BLM would conduct a research and monitoring program that will collect long-term data on abiotic and biotic factors, both at the species and ecosystem levels to establish baselines, identify any trends, and develop predictive models which will assist in understanding changes and provide a tool to better predict future changes and their impacts in relation to land management practices and activities.

This research initiative will be conducted as a part of the Committee on Earth Sciences United States Global Change Research Program over the time period 1991-1995. Long term monitoring and study (30-50 years) is anticipated beyond this initial 5 year effort. The research will include: studying the relationship between temperature, precipitation and other physical factors to changing plant communities; observation of land use practices and climate variables that impact critical ecoregions and ecoregion components (i.e. riparian areas) throughout the 11 Western States; influence of high temperature and low soil moisture on wind and water erosion processes; development of air and water monitoring methods for remote areas; development of data management systems for storage and analysis of ecological data; and observations of long-term changes in climate parameters, temperature, precipitation, humidity, solar radiation (UV-B irradiance) and cloud cover.

Riparian/Wetland, Nonpoint Source and Salinity Control Initiatives (+\$443,000; +6 FTE)

The increase of \$443,000 supports nonpoint source pollution, riparian area management and salinity control. Additional funding will allow BLM to address some of the more critical issues within these areas and provide support to implement *Recreation 2000* and *Fish and Wildlife 2000* and other program initiatives requiring basic soil and water data. Accomplishments to be

achieved include inventory of watershed conditions including soil data interpretation for salinity on 211,000 acres, 58,000 acres of soil survey, coordination and development of 3 watershed/riparian management plans, establish and/or monitor 6 sites including the new plans, completion of 11 additional multiple-use watershed and riparian improvements, and maintenance of 11 additional existing facilities.

In addition to other benefits derived, this initiative is consistent with the President's "no-net-loss of wetlands" goal and will assist in reducing nonpoint source discharge (i.e. salinity) from the Public Land in compliance with the requirements of section 319 of the Water Quality Act of 1987 and state nonpoint source management programs.

Soil, Water and Air Workload Accomplishments

The planned workload accomplishment for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	1989	1990	1991	1991	Inc. (+) Dec. (-)
	<u>Actual</u>	<u>Adjusted</u> <u>Approp.</u>	<u>Base</u>	<u>Estimate</u>	<u>from Base</u>
Inventory (000s acres)	5,280	6,000	6,000	6,211	+211
Soil Survey (000s acres)	2,880	3,500	3,500	3,558	+58
Water sources quantified (#)	5,950	5,000	5,100	5,100	---
Air monitoring (# stations)	105	105	105	105	---
Watershed activity plans (#)	29	33	33	36	+3
Monitoring (# stations)	2,450	2,400	2,450	2,456	+6
Watershed improvements (#)	316	275	285	296	+11
Project maintenance (#)	243	175	175	186	+11
Dam safety (# projects)	110	110	110	110	---

Distribution of change by object class

The object class detail for the proposed increase of \$2,843,000 and 8 FTE is as follows:

	FTE	Amount
Personnel Compensation	8	\$ 256,000
Personnel Benefits		52,000
Travel and transportation of persons		65,000
Transportation of things		40,000
Rent, communications and utilities		90,000
Printing and reproduction		50,000
Other services		2,110,000
Supplies and materials		100,000
Equipment		<u>80,000</u>
Total		\$2,843,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Current Law:					
	\$ 22,927 (FTE) (391)	22,607 (391)	22,993 (391)	22,607 (391)	-386 (---)

Proposed Law:

				Inc./Dec. Cur. Law
America the Beautiful	\$		[25,539]	[+2,932]
	(FTE)		[(418)]	[(+27)]

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
	\$ 22,927	-320	22,607

The reduction of \$320,000 pursuant to PL 99-177 will result in 400,000 fewer acres of inventory, 14 fewer plans monitored and 2 less plans prepared. Additionally, implementation of the Wildlife and Fisheries Information System (WFIS) will be slowed.

Authorization

43 U.S.C. 1701 et seq.
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, identifies fish and wildlife development and utilization as a major use of the Public Lands; directs that the Public Lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of Public Land resources on a continuing basis.

16 U.S.C. 715
P.L. 70-770

The *Migratory Bird Conservation Act of 1929*, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

16 U.S.C. 1531 et seq.
P.L. 93-205

The *Endangered Species Act of 1973*, as amended, directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and to help bring about their recovery.

16 U.S.C. 670 *et seq.*
P.L. 93-452

The *Sikes Act of 1974*, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.

43 U.S.C. 315
P.L. 73-482

The *Taylor Grazing Act of 1934*, as amended, provides for wildlife management on public lands.

43 U.S.C. 1901 *et seq.*
P.L. 95-514

The *Public Rangelands Improvement Act of 1978* directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values.

30 U.S.C. 1201 *et seq.*
P.L. 95-87

The *Surface Mining Control and Reclamation Act of 1977* provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

16 U.S.C. 3101 *et seq.*
P.L. 96-487

The *Alaska National Interest Lands Conservation Act of 1980* provides for the special designation of certain Public Lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on Public Lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.

42 F.R. 26951
E.O. 11988

Executive Order 11988, Floodplain Management, May 24, 1977, provides for the restoration and preservation of national and beneficial floodplain values on the Public Lands.

42 F.R. 26961
E.O. 11990

Executive Order 11990, Protection of Wetlands, May 25, 1977, directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.

Objectives

In 1988 BLM completed a strategic plan for its wildlife and fisheries program. This plan, entitled *Fish and Wildlife 2000*, describes goals and objectives for more efficient management of fish and wildlife resources on the Public Land and outlines the direction of the BLM's effort between now and the year 2000. Early in 1990 each BLM state office will complete and publish a State Fish and Wildlife 2000 plan which will specifically identify tasks and associated costs.

Program goals and objectives are identified on the basis of three major components as follows: Wildlife Habitat Management, Fisheries Habitat Management, and Threatened and Endangered Species (T/E) Habitat Management. Program objectives for each of these three components are:

Wildlife Habitat Management

- o Ensure optimum populations and a natural abundance and diversity of wildlife resources on the Public Land as part of the multiple-use concept by restoring, maintaining, and enhancing wildlife and fisheries habitat conditions.

- o Ensure that big game/upland game species on the Public Land are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people.
- o Help perpetuate a diversity and abundance of waterfowl for the Nation by managing the wetlands and other important waterfowl habitats on the Public Land.
- o Provide suitable habitat conditions for birds of prey on the Public Land through the conservation and management of essential habitat components.
- o Manage riparian areas to achieve a healthy and productive condition for long-term benefits and values, in concert with the range and watershed programs.

Fisheries Habitat Management

- o Maintain and/or enhance the fisheries potential of anadromous fish streams in the Pacific Coast drainages.
- o Manage habitat for resident fish species that spend all or part of their life cycles on the Public Land and that are of high economic, social, or scientific value to local communities or the Nation.
- o Enhance conservation programs and habitat management for special status fishes.
- o Improve the quality and quantity of recreational fisheries on the Public Land in a manner consistent with conservation ethics and resource capability.

Threatened and Endangered Species Management

- o Increase populations of T/E plants, fish and wildlife on lands managed by BLM and restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with Federal and State wildlife agencies.
- o Manage the habitat to maintain populations of plants and animals at a level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal Governments.
- o Conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems.

Base program

The 1991 Base program for Wildlife and Fish Habitat is \$22,993,000 and 391 FTE.

The Wildlife and Fisheries Habitat Management Base program description is separated into three primary categories as follows: general wildlife habitat management, fisheries and riparian area management, and threatened and endangered species management. These descriptions provide a general insight into some of the wildlife species which inhabit the Public Land and the work accomplished at the Base level associated with BLM's wildlife management program.

Although a certain project or effort is listed under one of the three categories, it could and in many instances will prove beneficial to the other categories/species as well. The decision as to which category a specific effort or type of work is placed is based on the primary target species, i.e.,

the animal or plant species which would benefit the most as a result of the effort.

General Wildlife Habitat Management

The basic purpose within the general wildlife habitat management component is to manage the Public Land in a manner that will provide habitat for big game, small game, raptors, waterfowl, nongame animals, and furbearers as part of the multiple-use mix of Public Land management. Several of BLM's special initiatives include:

Desert Bighorn Sheep - BLM administers 80 percent of the habitat for this species; some 9 million acres occupied by approximately 10,000 desert bighorns. At the 1991 Base, the BLM will continue to implement the rangewide plan that was developed in 1988 to facilitate the recovery of these sheep in 115 habitat areas.

BIGHORN SHEEP

Bighorn sheep are one of many important game animals which rely upon Public Lands for habitat.



Deer/Elk and Other Big Game Species - The BLM manages some 206 million acres of big game habitat and includes all the major big game species of North America (deer, antelope, elk, moose, caribou, etc.) One of the major areas of concern associated with big game habitat management is the loss of winter habitat both on Public Land due principally to wildfires and on private land as a result of land use changes such as development. During the past several years, wildfires on Public Land have destroyed big game winter ranges in Idaho as well as elsewhere; consequently, in 1988, BLM began an effort to reestablish shrubs and other forage plants destroyed by wildfires. This effort includes research associated with palatable shrub species as well as seeding methods in these semi-arid areas and the application of the research findings to enhance forage and cover available on less than good condition winter ranges. In close association with this work BLM's fire management program is working on the establishment of greenstrips that will reduce the

destructive force of future fires. At the Base level, the rehabilitation efforts will continue, and these same techniques will be utilized to restore ranges that have been negatively influenced by natural plant succession as well as man-caused disturbances.

Waterfowl - BLM administers approximately 20 million acres of wetlands which are biologically essential to continental populations of migratory waterfowl and shorebirds that are economically important to both consumptive and nonconsumptive publics.

In 1988, a strategic plan was developed to establish BLM's role in implementing the North American Waterfowl Management Plan (NAWMP). A total of 229 waterfowl habitat management areas occur on BLM lands, of which 52 are identified as major areas of concern in the NAWMP. Fifty-eight of the 229 waterfowl areas have habitat management plans (HMPs) developed. The Base funding level provides opportunities to accelerate habitat management efforts in joint venture areas in the Prairie Pothole Region and Alaska, and on other key waterfowl areas.

Upland Game Birds - BLM administers 236 million acres of upland game bird habitat for 23 species including grouse, quail, dove, and wild turkey. In 1990 a strategic plan is being developed to address the needs of priority species such as sage grouse, Columbian sharp-tail grouse, and mountain quail. The base level provides for limited implementation of the strategic plan and subsequent species specific HMPs.

Raptors - A total of 223 key raptor habitat management areas have been identified on the Public Land encompassing 23.5 million acres. Key raptor habitat areas include crucial nesting, feeding, and over-wintering and resting habitat for migrating birds and vary in size from 150 acres to 500,000 acres. The Base provides funding for intensive management only on the most critical and/or nationally recognized raptor habitats.

Program-wide Functions

The overall general wildlife habitat need for extensive fish and wildlife habitat inventories is not as high a priority as is the need for conducting more intensive site-specific or species-specific inventories. At the Base level for general wildlife habitat management, inventories covering approximately 16 million acres of wildlife habitat will provide data for the preparation of RMPs and activity plans with objectives involving habitat development or protection.

Monitoring efforts on wildlife habitat areas for multiple-use management are increasing as more land use plans and activity plans are completed. At the Base level, 1,000 plans or agreements will be monitored to determine resource trends and assess progress toward meeting habitat development and protection objectives.

Although at the Base funding level emphasis will be placed on implementation of existing HMPs, 90 HMPs for wildlife (including specially targeted wildlife, birds, and fish) will be written or updated for the higher priority areas/species. Approximately 600 new wildlife and fisheries habitat projects will be developed, and 1,400 wildlife and fisheries projects maintained at the Base level. These accomplishments include those achieved with Base challenge cost share funding as well as those completed entirely with appropriated funds.

Challenge Cost Share - The Base level provides \$2.0 million for challenge cost share projects which when used in conjunction with the offered funding will provide for developments and/or management practices worth between \$4 and \$5 million. These projects will benefit all components of the wildlife and

fisheries program. Typical projects that are funded under this initiative include such things as fisheries improvement projects (fencing, stream structures, off-site water development, seedling establishment), big game habitat improvements (vegetation treatments, seedings, etc.) animal introductions onto Public Land (via cooperative arrangements with the States), new water developments, public outreach/education efforts, studies, and inventories.

HMP Showcase Areas In 1990 the Bureau has identified at least one HMP showcase area per state. The base funding level provides sufficient funding to substantially implement these HMPs which will provide examples of the effective management of fish and wildlife habitats on the Public Land. These areas will be used for field tours and interpretation of habitat for the Public Land users, selected interest groups, and other state and local officials. These areas will reflect the entire spectrum of program activities but have been selected to highlight accomplishments in the priorities for the fish and wildlife program such as wetlands, fisheries/riparian, T/E and other special status species, and game species.

Fish Habitat Management The streams, rivers, springs, lakes, and reservoirs on the Public Land provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. Throughout their range, warm water and resident trout species also provide important social and economic benefits to local communities.

In January, 1989 a national strategic plan entitled "Fisheries Habitat Management on Public Lands" was completed that identified 43 recommendations which require implementation to achieve an active goal-oriented fisheries program. Although full implementation of this plan will occur over a number of years, the Base funding level provides for the highest priority recommendations to be implemented.

For the purpose of categorization, riparian area management has been included under this component; however, it should be recognized that although there is a close relationship between riparian areas and fisheries habitat, the two are not synonymous. Many riparian areas that afford critical habitat for other wildlife may very well afford little or no value for fish.

Resident Fisheries - Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 130,000 miles of stream, 192,000 acres of reservoirs, and 4 million acres of lakes.

Anadromous Fisheries - Some 13,000 miles of spawning and rearing streams for salmon and steelhead trout occur on Public Land in Alaska, California, Idaho, Oregon, and Washington. Over 58 million pounds of fish spawned in BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at \$40 million. In addition, over 1.5 million days of recreational fishing worth approximately \$24 million in primary benefits to fishermen takes place on these waters.

In 1988, strategies were developed for achieving the anadromous fish goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluation of 3,480 miles of streams; improvement of 464 miles and enhancing additional streams through various land management practices; preparation of 15 cooperative habitat management plans, and monitoring high priority habitats. The Base funding provides the BLM with the capability to complete the highest priority accomplishments and work towards the goals and objectives of the plan.

Threatened and Endangered (T/E) Species Management

The Endangered Species Act (ESA) of 1973, as amended, requires that BLM carry out programs for T/E species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other actions are not likely to jeopardize a species or destroy its habitat.

The number of listed species inhabiting the Public Land has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1991, the Public Land will provide part or all of the habitat requirements for an estimated 170 listed T/E plant and animal species involving 7 million acres of habitat. To slow down the trend of increasing T/E species on BLM lands, specific goals and objectives for future action have been identified.

Listed species - BLM's T/E species management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing the species and help bring about its recovery. Specific strategies involve completion of data bases to identify and track species occurrence and recovery actions; inclusion of specific T/E objectives in recovery plans and/or HMPs and implementation of a monitoring system to track population trends, habitat conditions and specific on-the-ground management activities.

The BLM has been able to demonstrate a greater efficiency and effectiveness in managing certain species, such as the desert tortoise, by utilizing a rangewide approach to habitat management. In this case for the 4 States (AZ, CA, NV, UT) where tortoises occur, the management strategies include categorizing habitats throughout the species range, monitoring key habitats and minimizing negative impacts from other uses. The recent emergency listing (August 4, 1989) of the tortoise as endangered places greater emphasis and need on the implementation and monitoring of BLM's rangewide plan.

Candidate species - Some 870 plant and animal species that occur on the Public Land are listed by the Fish and Wildlife Service as proposed or candidate species, which means they are being considered for listing as threatened or endangered. In 1988, this involved 620 plants and 250 vertebrate animals. Several of these species, including the Northern spotted owl which has been proposed for listing as a threatened species, occupy extensive acreage of the Public Land. The BLM's policy and objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as T/E by either State or Federal Governments.

Special Status Fisheries - A total of 105 fishes that are federally-listed as threatened or endangered, candidates for federal listing, or listed by state governments as threatened or endangered occur on Public Land. Most of these species occur in the Great Basin or Desert Southwest.

A draft strategy plan has been developed for achieving the special status fishes goals and objectives. The plan, which should be finalized in 1990, identifies the following needs over the next 10 years: inventory of 5,737 miles of stream and over 5,000 acres of lakes and ponds, preparation of 294 activity plans, 365 habitat improvement projects, 166 research studies, critical monitoring programs, and critical acquisitions in 11 states.

Special Habitats - The Public Land encompasses a large array of habitats, plant communities and ecosystems; some of which are rare or vulnerable. Under objectives specified in *Fish and Wildlife 2000*, BLM will identify and monitor such habitats/plant communities/ecosystems and implement management

decisions to ensure the maintenance of the habitat's unique characteristics. This, in combination with other habitat management actions for fish and wildlife, including T/E species, will help ensure maintenance of biological diversity on the Public Land as well as the continued presence of rare or vulnerable habitats.



HEALTHY RIPARIAN HABITAT

The goals of *Fish and Wildlife 2000* and the state riparian strategy plans include healthy riparian areas.

During 1990, management strategies will be completed for T/E and candidate fish and plants. These strategies are intended to better utilize existing funds and personnel to ensure this long term liability of these species and identify resources needed to carry out an appropriate level of management.

The 1991 Base provides for inventorying nearly 3.5 million acres of T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species, without unnecessarily delaying other resource utilization programs. In addition the Base level provides for monitoring of 530 HMPs, T/E recovery plans, and agreements involving T/E and candidate species habitats.

BLM will be involved in the preparation of 40 recovery plans and 35 additional HMP's for identified species. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with HMPs when necessary to accomplish its portion of the recovery efforts.

At the Base level, BLM will prepare some 35 habitat management plans for T/E species that are not yet covered by recovery plans and for selected proposed and candidate species. Also, continued action will be taken to implement 81 existing T/E recovery and management plans. Since this component is the highest priority it will consume between one-quarter and one-third of the Base level funding.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	22,993	22,607	-386
(FTE)	(391)	(391)	(---)

A decrease of \$386,000 is proposed at the 1991 Estimate level under current law.

Inventory and HMP preparation in the general wildlife habitat segment of the program will be decreased while emphasis is continued on riparian management, fisheries habitat improvement, and T/E species program efforts.

In 1991, inventory needs will be focused on the high priority critical habitat areas. This will result in a reduction from the Base of 2 million acres of lower priority inventory data collection. In conjunction with the emphasis on implementing HMPs, there will be a resultant decrease of 6 in the number of new HMPs to be prepared at the 1991 Estimate level.

Fish and Wildlife Habitat Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
General Wildlife and Fisheries:					
Inventory (000 acres)	24,587	15,600	16,000	14,000	-2,000
Monitoring (# plans)	1,060	986	1,000	1,000	---
HMPs written/revised (#)	71	88	90	84	-6
Projects developed (#)	716	600	600	600	---
Projects maintained (#)	1,492	1,400	1,400	1,400	---
T/E species:					
T/E inventory (000 acres)	4,867	3,730	3,500	3,500	---
T/E monitoring (# plans)	549	530	530	530	---
T/E plans written					
(# w/BLM involvement)	30	37	75	75	---
T/E plans implemented (#)	80	76	81	81	---

Distribution of change by object class

The object class detail for the proposed decrease of \$386,000 is as follows:

	FTE	Amount
Travel and transportation of persons		50,000
Transportation of things		20,000
Rent, communications and utilities		30,000
Printing and reproduction		5,000
Other services		241,000
Supplies and materials		25,000
Equipment		15,000
Total		386,000

Proposed Law: *America The Beautiful*
Changes to Current Law Resulting
from Proposed Legislation

Increase from 1990 Current Law

(dollars in thousands)

	1990 Current Law	1991 Proposed Law	Difference
\$	22,607	25,539	+2,932
(FTE)	(391)	(418)	+(27)

An increase of \$2,932,000 and 27 FTE is requested for the BLM's wildlife and fisheries program as part of the *Legacy 99* component of the President's *America the Beautiful* initiative. This increase will be used to accelerate the implementation, and monitoring of existing and new *Fish and Wildlife 2000* management initiatives, with emphasis on the implementation of on-the-ground management actions, as part of the Presidential initiative.

The total increase of \$2,932,000 and 27 FTE is comprised of the following items:

General Wildlife Habitat Management (\$1,500,000 and +11 FTE)

Wetlands (+\$500,000 and +5 FTE): An increase of \$500,000 for wetlands restoration and management will expedite implementation of the Waterfowl Habitat Management Strategic Plan. Funding will be focused in the Prairie Pothole (Montana and North Dakota) and Alaska Joint Venture areas and other key wetland habitats that contain T/E and candidate species. The increase will permit acceleration of wetlands conservation actions in Alaska, Wyoming, and Montana and project development in a number of important areas such as the Warner Potholes (Oregon), Prairie Potholes area, New River in Oregon, Fish Slough in California, and Ash Meadows in Nevada, and Wetlands Showcase HMP areas.

Challenge Cost Share Program (+\$500,000): As a result of the tremendous success as with past efforts of this program, a total challenge cost share program for 1991 of \$2,500,000 is proposed, a \$500,000 increase over the current program. The increase will provide the BLM with the opportunity to be

responsive to many potential cooperators whose interest and willingness to contribute matching funds/labor/materials will more than double the Federal funds available to accomplish numerous wildlife projects including research, project development, maintenance and other work associated with wildlife management. Program accomplishments will benefit General Wildlife Habitat, Fisheries, and T/E components of the program depending upon cooperators' areas of interest and BLM's program needs.

Habitat Management Plan Preparation and Implementation (+\$500,000 and +6 FTE): The BLM's emphasis for the past several years in the wildlife habitat management program has focused on the implementation of the highest priority HMPs, and there has been a resultant decrease in the number of new plans prepared. In 1991 the BLM recognizes the need to prepare additional plans on some of the higher priority wildlife areas.

Consequently, the increases for the general wildlife habitat program will provide for the preparation of 10 new HMPs to address a portion of the management needs identified in the strategic plans. Areas that would be included are joint venture waterfowl areas (refer to the paragraph describing the wetlands initiative), category II desert bighorn sheep habitat, and critical raptor habitat.

Additionally 1.5 million acres of inventory, associated with the Waterfowl/Wetland, Raptor, Desert Bighorn Sheep, and Upland Game Bird Strategic Plans will be accomplished.

In conjunction with the increases in inventory and HMP implementation, there will be a concurrent increase in monitoring. To ensure that plans are accomplishing the desired objectives, the effort towards analyzing the impacts of BLM's management efforts will increase by monitoring an additional 80 plans.

BLM's accelerated implementation efforts of its existing HMPs will provide for an increase of 90 wildlife habitat development projects and would include a major portion of the challenge cost share funding going specifically towards this effort. Such projects would include vegetation manipulations (seedings, chainings, prescribed burns, etc.), fence construction, water developments, and others.

Over the past several years, maintenance accomplishments have been deferred on many wildlife projects due to higher priority demands. However, in order to protect BLM's prior investments and extend the project's effective life, BLM needs to expand its maintenance effort. The proposed increase provides funding to maintain an additional 80 wildlife habitat projects. Additionally, the BLM is expanding its outreach program and is encouraging individuals and private organizations to maintain habitat improvement projects which they have cooperatively installed.

Fisheries Habitat Management (+\$172,000, and +3 FTE)

Specific strategies for fisheries management have been developed by BLM and include the Anadromous Fish Strategy Plan and the BLM Fish Program Assessment and Strategy Plan. The BLM emphasis for this program component is on aggressive implementation and monitoring of plans prepared in conjunction with *Fish and Wildlife 2000* to insure the maintenance and/or improvement of fisheries and riparian habitat.

The proposed funding increase would provide for an additional 100,000 acres of inventory, preparation of 2 new HMPs, implementation of 10 development projects, an additional 10 plans monitored, and an additional 10 projects maintained.

Threatened and Endangered Species Management (+\$750,000 +8 FTE)

Even though the T/E program presently is seen as one of BLM's highest priority programs, the proposed increase will be used to meet the increasing demands of the expanding number of listed and candidate species inhabiting the Public Land. Two specific strategy plans presently being prepared that will be available to help guide the 1991 program are the T/E Fish Strategy Plan and the Special Status Plant Strategic Plan.

The proposed increase will provide for an additional 500,000 acres of inventory, an additional 5 plans monitored, preparation of 3 recovery plans that are initiated by USFWS but require BLM involvement, and implementation or action in 7 recovery plans. A few of the specific actions associated with these activities include reintroduction of black-footed ferrets, continued research on desert tortoise diseases, and monitoring the impacts of other uses on desert tortoise ranges.

Environmental and Resource Education (+\$250,000 and +3 FTE)

The increase of \$250,000 is for environmental and resource program education activities. This funding will be used to provide a variety of educational activities such as the "Watchable Wildlife" and "Animal Inn" initiatives, development of informational and educational materials, BLM staff guest presentations to schools at all levels, and participation in environmental education programs. The initiative will help increase understanding of the natural diversity of resources available on the Public Land, their importance to the ecological system, and the need to protect and wisely use these resources. The particular role of wildlife habitat and other renewable resources will be presented.

Volunteers (+\$260,000 and +2 FTE)

The increase of \$260,000 supports the BLM's active volunteer program for fish and wildlife habitat management on the Public Land. This funding will be used to cover both program management costs and volunteer expenses which include project materials, travel and housing costs, vehicles, supervision, and awards. Volunteers are used to perform a diversity of tasks within the program including studies, monitoring, inventory, and habitat development projects (plantings, guzzlers, protection fencing, access facilities, signs, stream structures, etc.). The volunteers will be involved in nearly all components of the program from big game to T/E species recovery.

Fish and Wildlife Habitat Management Workload Accomplishments

The planned workload accomplishments for 1990 adjusted, 1990 current law, and the 1991 proposed law funding levels are as follows:

Workload Measure	1990 Adjusted Approp.	Current Law	Proposed Law	Inc. (+) Dec. (-) from Cur. Law
General Wildlife and Fisheries:				
Inventory (000 acres)	15,600	14,000	15,600	+1,600
Monitoring (# plans)	986	1,000	1,090	+90
HMPs written/revised (#)	88	84	96	+12
Projects developed (#)	600	600	700	+100
Projects maintained (#)	1,400	1,400	1,490	+90
T/E species:				
T/E inventory (000 acres)	3,730	3,500	4,000	+500
T/E monitoring (# plans)	530	530	535	+5
T/E plans written (# w/BLM involvement)	37	75	78	+3
T/E plans implemented (#)	76	81	88	+7

Distribution of change by object class

The object class detail for the proposed law increase of \$2,932,000 and 27 FTE is as follows:

	FTE	Amount
Personnel compensation	27	\$ 864,000
Personnel benefits		176,000
Travel and transportation of persons		55,000
Transportation of things		100,000
Rent, communications and utilities		250,000
Printing and reproduction		70,000
Other services		567,000
Supplies and materials		250,000
Equipment		100,000
Lands and Structures		<u>500,000</u>
Total		\$2,932,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(dollars in thousands)

Current Law: Program Element	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Cultural Resources \$	6,801	6,706	6,832	8,318	+1,486
Management (FTE)	(135)	(135)	(135)	(151)	(+16)
Wilderness \$	7,738	7,630	7,772	7,772	---
Management (FTE)	(157)	(157)	(157)	(157)	(---
Recreation Resources \$	14,210	14,012	14,337	14,012	-325
Management (FTE)	(290)	(290)	(290)	(290)	(---
Total \$	28,749	28,348	28,941	30,102	+ 1,161
(FTE)	(582)	(582)	(582)	(+598)	(+16)

Proposed Law:	Inc./Dec. Cur. Law
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America the Beautiful

Recreation Resources \$	[18,000]	[+3,988]
Management (FTE)	[(356)]	[(+66)]

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	28,749	-401	28,348

The impacts due to PL 99-177 will result in less intensive field patrols to monitor visitor use in recreation areas, and to monitor wilderness study areas, and cultural resource sites. The frequency and extent of patrols will be reduced and therefore will not result in a decrease in workload units. Some lower priority equipment purchases and contracts will also be deferred.

Authorization

43 U.S.C. 1701 *et seq.*
P.L. 94-579

The Federal Land Policy and Management Act of 1976

identifies recreation as a major use of Public Lands, and requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain Public Lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the Public Lands;

- 43 U.S.C. 1711 -requires preparation and maintenance of an inventory of Public Land resources on a continuing basis;
- 43 U.S.C. 1712 -directs that areas of critical environmental concern be given priority in the inventory of Public Lands, in developing and revising land use plans, and in applying special protective management;
- 43 U.S.C. 1781 -provides for the management of the California Desert Conservation Area and implementation of the Desert Plan; and
- 43 U.S.C. 1782 -requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the Public Lands having wilderness characteristics and submission of recommendations to the President by 1991 concerning their suitability or unsuitability for wilderness designation (Section 603(a)).
- 16 U.S.C. 432
P.L. 59-209 The *Antiquities Act of 1906* provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.
- 16 U.S.C. 1271
P.L. 90-542 The *Wild and Scenic Rivers Act of 1968*, as amended, provides for the development and management of certain rivers.
- 16 U.S.C. 1241-
1249 The *National Trails System Act of 1968*, as amended, establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund.
- 16 U.S.C. 1242-
1243
P.L. 95-625 The *National Parks and Recreation Act of 1978* establishes a number of national historic trails which cross Public Lands.
- 16 U.S.C. 460y
P.L. 91-476
P.L. 95-352 The *King Range Act of 1970*, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
- 16 U.S.C. 1131 *et seq.*
P.L. 88-577 The *Wilderness Act of 1964* provides for the designation and preservation of wilderness areas.
- 16 U.S.C. 470
P.L. 89-665 The *National Historic Preservation Act of 1966*, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.

42 U.S.C. 4321,
4331-4335, and
4341-4347
P.L. 91-190

The National Environmental Policy Act of 1969 establishes the continuing responsibility of the Federal Government to improve programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.

E.O. 11593

Protection and Enhancement of the Cultural Environment directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources.

16 U.S.C.
470a, 470cc,
and 470ee
P.L. 96-95

The Archaeological Resources Protection Act of 1979, as amended, requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system.

16 U.S.C. 3101 *et seq.*

The Alaska National Interest Lands Conservation Act of 1980 provides for the designation and conservation of certain Public Lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

16 U.S.C. 410
P.L. 96-550

The Chacoan Culture Preservation Act of 1980 provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites," located throughout the San Juan Basin on Public, State, Indian and private lands.

16 U.S.C. 460 (1)

The Land and Water Conservation Act of 1965, as amended, provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

16 U.S.C. 460 (uu-21)
P.L. 100-225

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, to authorize the Masau Trail, and for other purposes, provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.

16 U.S. 4301
P.L. 100-691

The Federal Cave Resource Protection Act of 1988 provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations.

16 U.S.C. 460xx
P.L. 100-696

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

CULTURAL RESOURCES MANAGEMENT

Objectives

The major objectives of the Cultural Resources Management program are to:

- o Conserve, wisely manage, and prudently use our nonrenewable cultural and paleontological resources;
- o Protect the most important and most critically threatened cultural and paleontological resources to pass them unspoiled to future generations;
- o Manage the Nation's abundance of cultural resources to provide the widest range of benefits and uses to the American people, including recreation, education, and scientific study;
- o Expand the public's knowledge, appreciation, and awareness of our unique cultural heritage, and obtain support for our resource policies;
- o Promote partnerships with State and local governments, individuals, and public and private groups at all levels, as well as utilize the varied, voluntary, and unique organizations within our Nation to inventory, protect, and study cultural and paleontological resources;
- o Issue permits to conduct archaeological, historic, and paleontological investigations on the Public Land, and monitor approved activities; and
- o Prepare new activity plans as needed to address critical issues (e.g., looting, vandalism, natural deterioration, increased visitor use, management of newly acquired lands).

Base program

The 1991 Base level for the cultural resource management program is \$6,832,000 and 135 FTE.

This program involves the management of cultural and paleontological resources on BLM-administered Public Land. The term "cultural resources" includes two different kinds of resources as follows: (1) "cultural properties", which are definite physical locations and associated material remains, such as archaeological and historical sites that have been found to be capable of contributing important scientific, historic, or management information, or that possess identified sociocultural, educational, or public importance; and (2) "traditional lifeway values", which are a social group's long-standing, shared beliefs and practices that relate land or land features with the group's sense of identity.

The BLM is responsible for managing the Federal Government's largest, most varied, and scientifically most important population of cultural resources. Although only about 3 percent of the Public Land has been intensively inventoried in the past decade, about 143,000 archaeological and historic properties have been recorded. Over 3,000 of these cultural resource properties have already been listed on the National Register of Historic Places and 5 properties have also been placed on the World Heritage List. Cumulatively, these resources represent the tangible remains of thousands of years of human adaptation to the land and its various resource opportunities.

Several statutes require the BLM to locate, evaluate, and manage these resources on the Public Land to prevent or minimize unnecessary damage, and to accommodate appropriate uses of these resources by the scientific community and the general public. Management of cultural resources involves a sequence of: (1) inventory (discovering and recording the resources present); (2) evaluation (determining their scientific and public importance); (3) planning (determining how they would be most appropriately used); (4) protection (safeguarding the resource potential); and, (5) utilization (authorizing or otherwise accommodating their proper use).

Inventory and Evaluation

Within the BLM cultural resources management program, inventory refers both to compiling records of cultural resources known to occur within a defined geographic area, and to the methods used in developing the records. The inventory process generally involves a sequence of: (1) archival research (compilation and synthesis of previously recorded cultural resource data from archival, library and other indirect sources); (2) field survey (systematic examinations of the land surface and natural exposures of the subsurface for indications of past human activity); and (3) report preparation (documentation of objectives, research design, methodology, coverage of area and results).

The cultural resource inventory system includes 3 classes of inventory, which are: Class I-the synthesis of existing information; Class II-sample field survey; and Class III-intensive field survey. Inventory also includes automating archaeological site forms and baseline cultural resource program data. Cultural resource syntheses are prepared to summarize and assess existing information to: identify the most scientifically important archaeological areas; identify gaps in our knowledge; suggest areas where predictive modeling may be effectively used; describe the uses (e.g., recreation, education, science and technology) to which specific cultural resources may be allocated; and indicate the management implications of such allocations.

Sample surveys (Class II) provide information on probable density, diversity, and distribution of cultural resources within a large area through interpretation of the results of intensive surveys conducted in limited portions of the target area. Intensive field surveys (Class III) are completed mostly to support other program actions, such as energy development, and are funded by the benefiting program. However, intensive field inventories may also be conducted in highly sensitive or newly acquired areas to determine management needs. All inventories result in preparation of a report.

The 1988 amendments to the Archaeological Resources Protection Act of 1979 (ARPA) require Federal agencies to develop plans and schedules for conducting on-the-ground inventories of lands under their jurisdiction which are subject to illegal excavation and artifact theft and where significant resource values are predicted to occur. Within the Base program, BLM will continue to identify such areas and prioritize inventory efforts in cultural resource overview reports, however, there are no funds within the 1991 Base for ARPA-mandated on-the-ground inventory efforts.

The BLM cultural resources evaluation system categorizes all cultural resources on the Public Land in terms of their potential for contributing to: public education and related public use (e.g., tourism, recreation, interpretation); scientific research; the maintenance of a social or cultural group's heritage or traditional lifeways (e.g., Native American religious systems); and experimentation for improving protection measures and related management techniques (e.g., using cultural resources to find solutions to specific management problems). Cultural resources of singular importance or representatives of a scarce type may be determined best suited for long-term conservation. Cultural resources that do not or no longer possess characteristics that qualify them for one of these uses, such as resources that have been destroyed, may be discharged from further management consideration. In addition to these evaluation criteria, cultural resources are also evaluated against the criteria for the National Register of Historic Places.

Planning

BLM's Resource Management Plans (RMPs) broadly categorize all cultural resources in terms of their public and scientific uses, and establish priorities for developing more detailed cultural resource management activity plans and cultural resource project plans which set out precise on-the-ground management actions. These plans reflect consultation with the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and the public.

Project plans represent the final planning stage for determining how cultural resources will be protected (e.g., stabilization, construction of physical barriers, installation of signs and interpretive displays), and where new studies will be done to improve cultural resource information. Within the Base, emphasis for plan preparation will be on newly acquired areas and areas where deterioration and vandalism have been documented to be at a critical level.

Resource Protection

The BLM devotes about one-third of its cultural resource management program Base funding to archaeological resource protection, including site-specific stabilization and physical protection projects, support for cultural resource law enforcement activities (e.g., surveillance and patrols), public awareness and education, and site interpretation efforts.

Examples of the archaeological site protection activities funded within the Base program include: participation in an interagency anti-looting public awareness project initiated by the Society for American Archaeology; participation in multi-agency task force operations to combat trafficking in looted archaeological resources; coordination with the media to promote coverage of the issue; continued support of in-house law enforcement personnel including BLM Rangers; cooperative agreements with local law enforcement agencies and military police units, such as has been developed with the Arizona National Guard; and electronic and aerial surveillance.

Within the Base program, the BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads, and other methods. Emphasis is also given to activity plans and physical site protection projects for the Chaco and Navajo Refugee sites in New Mexico and in highly sensitive areas, especially the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro Riparian National Conservation Area in Arizona, and highly significant cave sites in southeastern Oregon and southwestern Idaho.

To increase management capabilities for cultural and paleontological resources, the BLM is also pursuing challenge cost share opportunities and cooperative management agreements with universities for scientific study of threatened cultural resources, with volunteers and archaeological site stewards for site monitoring, with nonprofit organizations for on-site management, with private businesses for brochures, etc. Base funding will continue to be used to fund projects in partnership with State and local governments, individuals, public and private groups, volunteers, universities, and other interested groups.

Utilization

BLM State Directors issue permits to applicant firms and institutions for archaeological and paleontological consultation and research. The BLM meets public demand by reviewing applications and issuing permits in a timely and responsive manner. The total number of permittees for archaeological work is expected to remain at the 1990 level. Total cultural resource permit workload will increase, however, due to stepped-up monitoring of permittee performance.

CULTURAL RESOURCE PARTNERSHIPS

Qualified institutions are permitted by the BLM for research and study which yields information of benefit to the applicant as well as to the public.



The Base program also supports the operation of the Anasazi Heritage Center, near Dolores, Colorado, which serves as a museum and repository for artifacts from the Four Corners area. The Center also is an interpretive facility to promote awareness and education of archaeological resources, and BLM's mission of multiple-use Public Land management. The facility has been open to the public on a full-time basis since August, 1988.

Base funding will support BLM participation in the second regional "Adventures in the Past" tribute. The first regional event, occurring in 1990 in the Four Corners area, will celebrate the artistic and cultural achievements of the Anasazi, focusing on the archaeological remains of this prehistoric culture. The 1991 event will be similar to the Four Corners States effort, and will be funded jointly by the cultural resource and recreation management programs. The 1991 event will again focus on an outstanding example of regional archaeological cultures represented on the Public Land. The event is intended to coalesce public awareness of and interest in protecting and understanding archaeological resources on the Public Land.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	6,832	8,318	+1,486
(FTE)	(135)	(151)	(+16)

The 1991 Estimate is an increase of \$1,486,000 and 16 FTE. The total increase includes the following items:

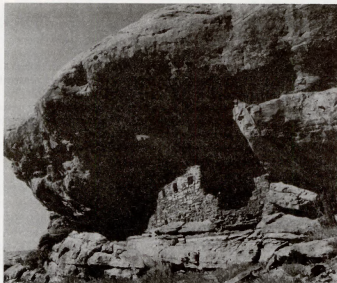
Compliance with Archaeological Resources Protection Act (ARPA) Amendments (\$1,226,000 and 14 FTE): This increase is needed to meet the requirements imposed on the BLM by the 1988 ARPA amendments (P.L. 100-555 and P.L. 100-588). Under these statutes, the BLM is required to: develop plans, prepare a schedule, and conduct inventories to locate archaeological resources subject to illegal excavation and artifact theft; establish a program to increase public awareness of the need to protect archaeological resources; and document and track incidents of ARPA violations.

These provisions resulted from a 1987 GAO study and 1988 Congressional field hearings which highlighted deficiencies and problems in protecting Federal archaeological resources. These reviewers found that Federal land managing agencies, including BLM, did not have complete and accurate data which reflected the extent of the looting problem and that as a result, important cultural resources, especially in the Four Corners area of the Southwest, continue to be lost and destroyed.

Through the land use planning process and synthesis of existing information, BLM has identified numerous areas on the Public Land which require on-the-ground inventory. These areas contain significant resource values which are being severely looted and vandalized and need to be surveyed and documented before any protection measures can be undertaken. The increase will allow the BLM to inventory an additional 25,000 acres, and to prepare an additional 3 overview studies. This inventory and evaluation work will be enhanced through the expansion of the challenge cost share program.

The increase will also be used to develop and implement a system of documenting, monitoring and tracking violations of ARPA. This effort involves collecting baseline data on the current conditions of looted sites through the preparation of site maps, photographs and site records. Baseline data documentation and regular monitoring to update site condition information will be accomplished by BLM cultural resource personnel with maximum use of volunteers (such as site stewards), and by expanding the challenge cost share program to encourage partnerships and cooperative management agreements with local archaeological societies and museums. This increase will result in an additional 350 sites managed.

To increase detection of violations, BLM will develop additional patrol and surveillance plans and increase monitoring efforts such as use of electronic surveillance, and ground and aerial site patrols with support from law enforcement specialists, especially BLM Rangers. A total of 10 additional activity plans will be completed. The BLM will also continue development of an automated archaeological looting incident tracking system designed to meet the ARPA requirements, as well as those of the Federal Uniform Crime Reporting Act (P.L. 100-690). The efforts related to the ARPA violation incident tracking system will focus on high priority sites on the Public Land which suffer from looting and vandalism.



CLIFF DWELLING IN SE UTAH

The Four Corners Region abounds in sites which are easily accessible and vulnerable to vandalism and theft.

Part of the ARPA compliance increase (\$100,000) will be used to implement a Bureauwide strategy to educate the public about the problem of looting and vandalism on the Public Land, and to maintain adequate cultural resource protection as archaeological resource visitation increases. The BLM's experience has demonstrated that to combat looting and vandalism over the long term, public education must go hand-in-hand with active law enforcement. Education efforts will employ a variety of methods including: development of additional interpretive and educational materials (such as exhibits, brochures, signs, posters, etc.); increased media coverage concerning provisions of ARPA and successful law enforcement cases; increased training of local law enforcement agencies to enhance support for detecting and prosecuting ARPA violators; and presentations at local schools and civic organization meetings.

Enhancement of Volunteer Assistance (\$260,000 and 2 FTE): This increase is associated with the Secretarial initiative to enhance Public Land volunteer assistance. Volunteers significantly expand the BLM's management capabilities in the areas of inventory, protection, and study of cultural and paleontological resources on the Public Land. In 1988, the most recent year for which volunteer statistics are available, 14 percent of all volunteer time contributed to the BLM was for the benefit of the cultural resource program. This amounted to over 45 work years of time, which represents an increase of over 156 percent since 1986, the first year in which volunteer statistics were kept.

The emphasis in 1991 will be placed on forming new partnerships with private citizens, universities, amateur archaeological groups, local historical societies and various service and conservation organizations, increasing the number of volunteers and volunteer projects, and facilitating and promoting the use of volunteers within BLM. Funds will be used to recruit, orient, and support volunteers and for volunteer project materials. Projects could include monitoring of sites to discourage vandalism and artifact theft, stabilization of deteriorating structures, inventories to locate and record cultural resources, research, and interpretation of prehistoric and historic sites. An estimated 40 additional site protection projects will be accomplished with this increase.

Cultural Resources Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000s acres)	75 1/	75	75	100	+25
Activity Planning (# plans)	53	53	53	63	+10
Permits (# permits)	375	375	375	375	---
Site Management (# sites)	1,200	1,200	1,200	1,550	+350
Resource Protection/ Stabilization (# projects)	200	200	200	240	+40

1/ This figure has been adjusted to more accurately reflect the actual level of Class III Inventory funded within the cultural resources management subactivity.

Distribution of change by object class

The object class detail for the increase of \$1,486,000 and 16 FTE is as follows:

	FTE	Amount
Personnel compensation	16	\$ 512,000
Personnel benefits		104,000
Travel and transportation of persons		70,000
Rent, communications, and utilities		30,000
Printing and reproduction		150,000
Other services		530,000
Supplies and materials		50,000
Equipment		40,000
Total		\$1,486,000

WILDERNESS MANAGEMENT

Objectives

The major objectives of the wilderness management program are to:

- o Prepare wilderness management plans and manage designated wilderness areas in accordance with established regulations and guidance;
- o Conduct interim management on wilderness study areas (WSAs) pending completion of wilderness environmental impact statements (EISs)/ wilderness study reports (WSRs), suitability recommendations, and Congressional action;

- o Continue progress on wilderness study reports including areas added as a result of *Sierra Club v. Watt* litigation, to meet the October 21, 1991 deadline contained in FLPMA;
- o Coordinate with the Geological Survey and Bureau of Mines on mineral surveys conducted in support of the wilderness program; and
- o Emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management responsibilities.

1991 Program

The Base and Estimate funding for the wilderness management program is \$7,772,000 and 157 FTE.

The wilderness management program consists of various processes and phases in which potential wilderness areas are identified, studied, and protected. Additionally, the program includes management of areas which have been legislatively designated as wilderness areas as part of the National Wilderness Preservation system.

The 1991 program is driven by the statutory provisions of section 603 of FLPMA which require that the Secretary of the Interior must report recommendations for wilderness designation or release from wilderness study status to the President by October 21, 1991. Major portions of the program have been completed with the final stages of the reporting process scheduled for completion in 1991. However, if Congress enacts individual pieces of wilderness legislation prior to the BLM's completion of the final reporting process, there would be an increase in BLM's wilderness management responsibilities for several States.

Inventory and Wilderness Studies

The wilderness inventory program called for by section 603 of FLPMA in the western states (excluding Alaska) was completed in 1980. Based on the inventory, approximately 25 million acres, located in 11 states and comprising 860 separate areas, were identified and classified as wilderness study areas (WSAs).

Section 1320 of the Alaska National Interest Lands Conservation Act of 1980 (ANILCA) exempted BLM lands in Alaska from the section 603 FLPMA review program mandated for the lower 48 states. Wilderness studies, including inventory, in Alaska will be conducted as part of the resource management planning process implemented by BLM under section 202 of FLPMA. Wilderness studies in Alaska are not anticipated to commence until the mid or late 1990's. Wilderness inventory efforts in the lower 48 States after 1991 will be conducted as part of BLM's normal inventory and resource management planning activities, and should be minimal.

The study process is integrated with BLM's land use planning system. All study reports, including EIS's and mineral survey reports, are combined into a specific Statewide reporting package for approval and decision by the Secretary. WSA's are evaluated based on specific policies and criteria contained in the Wilderness Act. Recommendations are prepared on which WSA's are suitable for preservation as wilderness areas and which areas are unsuitable for wilderness designation based on these studies and evaluations of all potential resource values and uses. The recommendations are prepared by BLM for the Secretary of the Interior to transmit to the President.

Over 68 separate studies and EISs have been completed in 1989. As mandated by FLPMA, all Statewide reporting packages are required to be sent to the President by the Secretary of the Interior by October 21, 1991. During 1990, six Statewide reporting packages (California, New Mexico, Nevada, Idaho, Wyoming and Colorado) are scheduled to be submitted to the Secretary, with the remaining four (Montana, Oregon, Utah and Arizona) scheduled for early in 1991.

Interim Management

Section 603(c) of FLPMA requires BLM to manage lands under wilderness review in WSAs to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values and to manage all use activities in a manner so as not to impair the suitability of WSAs for preservation as wilderness. Additionally, the IMP governs existing mining, mineral leasing and grazing activities (i.e., "grandfathered" uses or valid existing rights) to prevent unnecessary or undue degradation of the WSA. Primary emphasis under the IMP is on the surveillance and monitoring of ongoing actions and activities in WSAs.

All lands included in WSAs remain under the IMP until legislation is enacted by Congress which either releases them from wilderness study area status by returning them to multiple use or adds them to the Wilderness Preservation System. As lands are released from WSA status, the funding needs for interim management decline. However, if the WSAs are designated as wilderness, funding requirements for planning and management increase, especially in the first few years following designation because of the special management requirements under the Wilderness Act and BLM's implementing regulations.

Wilderness Area Management Planning

BLM develops wilderness area management plans for designated wilderness areas which serve as the management guidance for these areas. The BLM wilderness area management planning process includes a number of steps. The process begins with a review of legislative requirements, and determination of public participation needs. A BLM interdisciplinary team is assembled and identifies any issues which need to be resolved in order to meet wilderness objectives, such as long-term protection needs, visitor use management, and management of nonconforming uses and other resource activities. Data is compiled from the completed wilderness study documents, mineral surveys and land use plans and analyzed to develop possible wilderness management actions and alternatives. The draft plan and an environmental assessment is prepared and published for public review and comment. Public notification is given when the final plan is approved.

To assure that wilderness values are maintained as specified in the Wilderness Act, all actions necessary for management of resources within each wilderness area are specified in the wilderness area management plan. For example, levels for visitor use are established where necessary. Limits of acceptable change in resource conditions within the wilderness area are established and a schedule for monitoring change initiated. Maintenance schedules for wildlife and range improvements within wilderness areas are developed. Requirements for vehicle access and road closures are identified, and access requirements for non-Federal inholdings are analyzed and recommendations for possible acquisition of inholdings are developed. Requirements for inclusion in anticipated mining plans of operations and stipulations for oil and gas lease development are also developed.

The BLM's policy is to complete wilderness area management plans within 2 years of designation. If a large number of wilderness areas in a State are designated in the same year the completion of management plans is usually staggered over 5 years to accommodate the large workload. Between 1978 and 1988, 17 wilderness area management plans were initiated in six states and all of these plans will be completed by the end of 1990. Another eight BLM wilderness areas are being included in management plans for adjacent U.S. Forest Service wilderness areas. The Base program does not include funding to initiate new wilderness area management plans in 1991.

Wilderness Management

Wilderness area management involves the initial and long-term actions necessary to maintain the wilderness values while permitting compatible uses of other resources within a wilderness area. The wilderness area management component is composed of the following workloads:

Wilderness Area Patrol and Surveillance: All wilderness areas require regular ground and/or aerial patrol and surveillance to detect unauthorized uses that could impair or destroy wilderness values. The intensity of surveillance varies with the intensity of use in the wilderness area. Generally, areas with low use and few conflicts require only monthly surveillance, whereas wilderness areas that are heavily used or have high potential for conflicting uses might require more frequent patrols and surveillance. Roads identified for closure must be barricaded and patrolled on a regular basis. In addition, monitoring of environmental indicators is done to detect changes in resource condition so that appropriate adjustments in management activities can be made. This workload is a continuous and long-term component of wilderness management.

Wilderness Area Boundary Identification and Maps: Upon designation, wilderness areas require signing, and in some cases fencing, of boundaries. Cadastral surveys conducted by BLM are needed to identify the boundaries and locate or re-establish survey monuments as necessary. This workload also includes updating public land records, and preparing wilderness maps for official files and public distribution. Identification of the wilderness area boundary on the ground and on maps is essential to effective management of the use of wilderness areas, as well as the adjacent nonwilderness Public Land. This workload is a one-time need which should be completed within the first few years after designation.

Public Education: Notifying the public, as well as local governmental agencies, about the designation and boundary locations of new wilderness areas, and what activities are permitted in wilderness areas, is a large initial workload following wilderness area designation. Brochures, maps and media coverage are used to accomplish this task. Over the long term, public information efforts also include providing information about appropriate methods and techniques for using the wilderness area in a manner that would protect wilderness values. Local governments and agencies with jurisdiction over law enforcement, utilities, highways and fire protection are contacted and included in the planning process. This workload is primarily an up-front effort and is most intensive during the first few years after wilderness designation.

Nonconforming Wilderness Uses and Other Resource Management: As defined in 43 CFR 8560, "nonconforming uses" of wilderness areas, such as maintenance of range improvements, development of predesignation mining claims, and access to non-Federal inholdings, are specifically permitted in wilderness areas and require wilderness management coordination to assure that any impacts to wilderness values are minimized. Activities related to the management of other resources, such as wildlife, recreation and cultural resources, within wilderness areas are permitted at the discretion of the Federal land managing agencies to the extent that activities do not impair wilderness values. To ensure that policies are properly implemented, BLM wilderness management personnel must work closely with other BLM resource specialists during the design and implementation of projects in wilderness areas to develop stipulations which protect wilderness values. Coordination with State and local governments, and user groups is also required.

Wilderness designation also results in additional special workloads in many resource management programs due to the requirements of the Wilderness Act, BLM's Wilderness Management Procedures (43 CFR 8560), and the management prescriptions in each wilderness management plan. Examples of these additional workloads include: conducting mining claim validity examinations; working with grazing permittees regarding maintenance procedures for range improvements; revising cultural resources survey and excavation permits; amending existing resource activity plans; measuring water quality and quantity; maintaining road closures, signs, trails and trailheads; and educating hunters and other visitors about allowed activities in wilderness areas through public contacts. Because restrictions on allowable activities within designated wilderness are more stringent than under interim management of WSAs (such as prohibited use of motorized or mechanized equipment), the cost of regular resource management activities in wilderness areas can be somewhat higher than before designation. This component of wilderness management is a long-term workload which will continue at a steady rate beginning with wilderness designation.

The Base program provides funding for wilderness management in 26 existing BLM wilderness areas, comprising 458,260 acres.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resource damages in wilderness areas. These damages may have been the result of unauthorized activities within the wilderness area such as prospecting, mining, off-road vehicle use, and unauthorized road construction. Some of the activities may have occurred prior to inclusion of the area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and have been identified through interim management. The BLM does the rehabilitation directly only if the responsible parties cannot be identified or located, or if they lack financial resources due to bankruptcy, cessation of business activities, etc. to repair the damages incurred.

Wilderness Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1989 Actual</u>	<u>1990 Adjusted Approp.</u>	<u>1991 Base and Estimate</u>
Interim management (000s acres)	24,742	24,742	24,742
Wilderness area mgmt. plans (# plans initiated)	6	---	---
Wilderness area management (# of areas)	25	26	26
Resource protection/ rehabilitation (# projects)	12	12	12

RECREATION RESOURCES MANAGEMENT

Objectives

The major objectives of the Recreation Resources Management program are to:

- o Ensure the continued availability of the Public Land for a diversity of resource-dependent outdoor recreation opportunities within the context of multiple use;
- o Protect sensitive natural and cultural resource values through limiting or allocating recreation resource use, issuing use permits, and monitoring impacts on other resource values, while maintaining the availability of outdoor recreation opportunities and experiences;
- o Provide a variety of public recreation opportunities and experiences through planning, visitor information, interpretation, protection, and on-the-ground presence where appropriate and reasonable;
- o Provide active management and operate facilities for intensive recreational uses to protect the health and safety of the user, to reduce potential conflicts among users, and to minimize potential resource damage;
- o Provide an appropriate level of visitor management and assistance, including support for law enforcement Rangers, so that visitors will be informed and aware, and will behave in a responsible manner, while maintaining the intrinsic values of the Public Land as a place to explore and enjoy safely;
- o Assure that recreational users assume a share of the cost of recreation facility maintenance and resource protection by establishing and collecting equitable fees at appropriate facilities and for certain recreation-related uses of the Public Land;
- o Facilitate private sector use of public recreation resources, provide revenues to the Federal Government, and protect resources by issuing special recreation permits and recreation concession leases to individuals and commercial recreation and tourism organizations operating on the Public Land; and
- o Expand and strengthen partnerships with other Federal, State, and local agencies and the private sector to enhance the outdoor recreation opportunities offered on and adjacent to the Public Land, and maintain cooperative relationships with national, State and local tourism entities to enhance local economies through tourism.

Base program

Base funding for the Recreation Resources Management program is \$14,337,000 and 290 FTE.

The Public Land offers recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by the BLM include: 32 National Wild and Scenic Rivers; 22 National Recreation, Scenic, and Historic Trails; 5 National Conservation Areas, such as the 12-million-acre California Desert Conservation Area, the 56,431-acre San Pedro Riparian National Conservation Area, and the 262,690-acre El Malpais National Conservation Area; and 1 National Recreation Area (White Mountains National Recreation Area, Alaska). The BLM also manages 490 developed and 2,183 undeveloped recreation sites, 2,815 miles of interpretive, hiking and equestrian trails, 467 boating access points, 19 concession operations, 4,238,000 acres of lakes and reservoirs, and 19 visitor information centers (including 8 major facilities, field contact stations, and cooperative exhibit centers). In addition, there are 284 special recreation management areas which require intensive management, 115 established natural areas, 894 recorded cave resources, and numerous areas of critical environmental concern with significant recreation values. The Public Land also provides many extensive recreational use opportunities, such as hunting, fishing, sightseeing and hiking.

Recreation 2000

To guide the recreation management program over the next decade, the BLM prepared *Recreation 2000: A Strategic Plan* in 1988. This plan provides a clear statement of the BLM's recreation management policies and goals, and highlights where the BLM intends to concentrate efforts in all recreation-related programs, including recreation resource management, facilities maintenance, access, land acquisition, construction, and others. In 1989, the BLM prepared national and State implementation plans to carry out the objectives of *Recreation 2000* and began to carry out priority action items in 1990.

The Public Land administered by the BLM has the most potential of all lands managed by the Federal Government to provide the widest range of opportunities for diversified recreation, local economic benefits, and conservation of our Nation's natural and cultural resources. The 270 million acres of Public Land in the 11 western States and Alaska represent as much land as the acreages of the National Park and National Forest Systems combined. The implementation of *Recreation 2000* is critical to properly manage the growing use of the Public Land for outdoor recreation purposes within the context of the BLM's multiple use mission.

Recreation 2000 identified eight major challenges that are critical to the successful implementation of the BLM's long-range recreation policy objectives and form the basis for the BLM's recreation initiative. These challenges are: 1) visitor information and interpretation; 2) resource protection and monitoring; 3) land ownership and access adjustments; 4) partnerships; 5) volunteers; 6) tourism programs; 7) facilities; and 8) permits, fees and concessions.

To assist in implementing the goals, policies, and challenges identified in *Recreation 2000* strategy, the BLM has prepared a Bureauwide implementation plan which contains 100 action items and a schedule to meet the eight *Recreation 2000* challenges. The BLM Implementation Plan focuses on improving the BLM's capability to protect essential recreation and other natural resources, on maintaining existing recreation facilities, and on improving service to visitors. State-level implementation plans identify the on-the-ground issues and priorities in resource management, maintenance, access, acquisition and construction for all recreation management areas. Within the 1991 Base, priority is placed on improving our capability to protect essential recreation and other natural resources, maintaining existing recreation facilities, and improving service to our visitors.

Management of Special Areas

The BLM is mandated in the Federal Land Policy and Management Act (FLPMA) of 1976 to manage the Public Land for a diversity of opportunities and sustainable development as opposed to single, short-term use. FLPMA further directs that the BLM protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archaeological values.

Within the Public Land, there are areas of national significance for which the protection and conservation of significant resources is paramount. In the BLM, such areas may be Congressionally designated through legislation, such as National Conservation Areas (NCAs) and Wild, Scenic or Recreational (WSR) Rivers, or by administrative designations, such as Areas of Critical Environmental Concern (ACECs), National Natural Landmarks, or Special Recreation Management Areas (SRMAs). Within the Base for the recreation resources management program, the BLM focuses most of its activities on identified SRMAs where more intensive recreational use requires direct BLM supervision of use activities and investments in resource protection facilities. The delineation of SRMAs is based on an evaluation of similar or interdependent recreation values, homogeneous or inter-related recreation uses, land tenure and use patterns, transportation systems, administrative efficiency, intensity of use, high resource values, public concerns, or interagency considerations.



BLM RANGER

In addition to law enforcement, the BLM Ranger is a primary contact for visitor management.

As a designation unique to the BLM, National Conservation Areas (NCAs) receive more intensive management than other multiple use lands with a focus on recreation values and conservation of their natural and cultural resources. Other uses in NCAs which are also consistent with the management objectives for the area are allowed and facilitated. Examples of other special areas under BLM jurisdiction include the White Mountains National Recreation Area in Alaska, the Red Rocks Recreation Lands in Nevada, and the East Mohave National Scenic Area in California.

Each of BLM's specially managed areas has received some type of formal designation which highlights the long-term commitment to more intensive resource management and protection of the critical resource values. All of these specially designated and managed areas are the focus of public interest and have received extensive private sector and local government support through volunteers, contributions and cooperative management efforts.

The outstanding character of recreation opportunities found in these special areas have made them extremely popular with the public. The resulting high visitor use levels requires the BLM to provide a higher level of recreation management to ensure that important resources are protected and visitor needs are met. These intensively used special management areas often satisfy public recreation demands that cannot be met on lands managed by other Federal agencies or provided by the private sector.

The 1991 Base program continues the 1990 level of recreation management funding for the NCAs which are: the El Malpais National Conservation Area in New Mexico, California Desert Conservation Area and the King Range National Conservation Area in California, the San Pedro National Conservation Area in Arizona, and the Steese Mountain National Conservation Area in Alaska. Recreation management emphasis in these areas focuses on additional plan implementation (such as the Desert Plan), plan development in the newly designated National Conservation Areas (San Pedro and El Malpais), and on the reduction of resource conflicts and unauthorized uses in the California Desert Conservation Area.

Since an important component of the recreation resources management program involves providing on-the-ground management presence, the BLM has visitor service specialists, law enforcement rangers, and seasonal visitor management specialists in intensively used recreation management areas in many States. Within these areas, the operation of developed and undeveloped recreation sites also includes collecting fees through routine on-site visits or fee collection devices, and providing visitor supervision through the use of campground hosts.

Inventory and Evaluation

To make informed management decisions concerning recreation priorities and to monitor the effectiveness of those decisions, the BLM collects data on the types of recreation values and opportunities, and the nature and extent of visitor uses occurring on the Public Land. These data are used in the preparation of activity and project plans, and form the basis for decisions concerning the level of on-the-ground visitor management, the location and types of necessary resource protection projects, the appropriate frequency of facility maintenance, and the location and design of recreation-related facilities and roads. Recent legislation has placed an emphasis on inventory and evaluation to identify and manage potential wild, scenic and recreational (WSR) rivers and significant cave resources.

Wild, Scenic and Recreation Rivers: For WSR rivers, 8 separate steps are involved as follows: 1) inventory to identify potentially eligible segments; 2) determination of eligibility based on the criteria established by the Wild

and Scenic River Act of 1968; 3) tentative classification of each segment as either wild, scenic or recreational so identified values can be protected until formally designated by Congress; 4) study to determine the suitability of particular segments for inclusion in the National Wild and Scenic Rivers System and development of recommendations through the BLM's RMP/EIS process; 5) preparation of legislative reports, legislative EISs, and transmittal documents; 6) activity plan preparation and boundary determined; 7) final classification and designation by Congress as wild, scenic and recreational; and, 8) activity plan implementation.

The inventory and evaluation of potentially eligible WSR river segments (i.e., steps 1 through 4 above) are conducted as part of the pre-planning and issue scoping steps in the land-use planning process. Potential river segments and associated issues are identified by BLM specialists with public input. Criteria for each river value category (i.e., wild, scenic, recreational) are applied to each segment to determine its eligibility. To qualify as eligible, a river segment must be free flowing and have at least 1 outstandingly remarkable scenic, geologic, wildlife, recreational, historically, or other resource value.

Within the 1991 Base program, the BLM will conduct inventory and complete studies (i.e., steps 1 through 4 of the process as described above) for approximately 15 potentially eligible WSR river segments. This work will be accomplished as part of the BLM land-use planning process and in coordination with the RMP schedule.

Cave Resources: As required under the Federal Cave Resource Protection Act of 1988, the BLM also conducts inventory and evaluation of significant cave resources located on the Public Land. This process includes: consolidating existing records; contacting local cavers and interest groups to identify additional known caves; field trips (with assistance from caving groups) to assess resources values and conditions; tentative evaluation based on significance criteria; public review and comment; and final significance determination.

After a cave is determined to be significant, additional inventory and documentation (e.g., mapping, photography) may also be needed to provide data on significant resource values and cave conditions needing management and protection as a basis for activity plan preparation. Based on inventory work to be completed in 1990, a significant increase is projected in the number of known, recorded caves on BLM or BLM-managed lands.

Planning

Activity planning for recreation resources is conducted at two levels; 1) recreation area management plans, and 2) project plans. Recreation area management plans identify on-the-ground actions needed within a designated area to implement recreation use decisions made in RMP's. Project plans, which are completed for individual recreation sites, form the basis for development of the survey and design specifications for recreation-related maintenance and construction projects and other project work, such as interpretive facilities and resource protection measures.

In general, BLM will shift planning emphasis within the 1991 Base from the preparation of management plans to the preparation of project plans, and implementation of existing approved plans (i.e, resource protection and visitor management). This shift is needed to meet the goals and objectives of *Recreation 2000*. Priority for management plan preparation will be given to Congressionally designated areas and top priority special recreation management areas as outlined in the State Implementation Plans.

In addition, the 1991 Base program covers completion of plans for BLM-managed portions of rivers in Oregon which were added to the National Wild and Scenic River System in late 1988. By the end of 1991, all 32 of the currently designated WSR rivers will have approved management plans. The preparation of management plans for cave resources identified in the 1990 inventory will also be a initiated for approximately 25 caves, primarily in New Mexico and Wyoming, which have been identified in approved RMP's.

Permit Management

Many unique recreational opportunities on the Public Land are made available to the public through the issuance of permits to private individuals, commercial operators, and organizers of competitive events, such as promoters of large off-road vehicle (ORV) events. BLM issues permits for several types of recreation activities, such as commercial river use, backcountry outfitters (for hunting, backpacking, etc.), ORV and other competitive events (e.g., all terrain vehicle race, the Iditarod Dog Sled Race), as well as individual recreation use (e.g., camping, long-term visitor areas).

Although the workload varies with the type of use, permit issuance generally involves the following steps: permittee negotiation to define the proposed use and the area of use; field visits to the permit area; preparation of NEPA-required environmental documents; development of stipulations for resource, participant and/or spectator protection; and determination of the appropriate fee. After a permit is issued, the BLM must monitor the authorized activities to ensure compliance with the permit terms and stipulations, and for commercial permits, process the final billing and collect remaining fees.

Permit management is a critical workload because the accompanying monitoring and compliance activities provide the BLM with its main capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Land and to prevent resource damage as well as to ensure adequate fee collection and revenue from special recreation activities. The public is well served through the permitting of commercial operators; otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many Public Land recreation opportunities.

Fee Collection

The issuance of recreation use permits also provides a direct monetary return to the Federal Government. In 1989, collections from over 72,190 recreation use permits for camping at developed facilities and from 11,297 special recreation permits totalled approximately \$1,413,000. Collections in 1990 are expected to be approximately \$1,300,000.

As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203), receipts from recreation fees are deposited in a special BLM account and are available for appropriation to the BLM to cover recreational management and maintenance costs. Up to \$1,200,000 of the 1991 request for the Management of Lands and Resources appropriation is intended to be derived from the receipts collected into this account in 1990. This projected 10-percent increase is based on plans to collect fees at an additional 20 existing developed recreation sites in 1990, as well as the expected continued increase in the number of permits issued. The 1990 adjustment of the special recreation permit fee schedule to account for inflation since the last increase will also result in higher fee receipts. Future adjustments will be made every 3 years.

Approximately half of these fees will be used to support management of recreation facilities and fee-generating recreation uses as described under this program (i.e., recreation resources management) and the other half will be used for maintenance of recreation facilities which generate fees (as described under the facilities maintenance program). Examples of the types of recreation management and maintenance actions funded with these fees are: monitoring recreation use permits, installing recreation resource protection projects, repairing recreation facilities such as campsites and picnic areas, routine maintenance of recreation site grounds, etc.

Visitor Services

This portion of the BLM recreation management program includes a variety of services performed by BLM office and field personnel and volunteers to ensure that visitors to the Public Land have a safe, enjoyable experience. Included are the following functions: 1) information and interpretive services; 2) emergency assistance; and 3) visitor protection and supervision.

Information and interpretive services involve providing basic information about an area or site through personal contact, maps publication, signs and formal interpretive/education programs. Occasionally, the BLM is called upon to provide emergency assistance to visitors, such as supplying emergency drinking water, first aid medical care, minor vehicle repairs, vehicle extraction, and emergency radio communications. Visitor protection and supervision activities include protecting visitors from natural and human-made hazards, protecting sensitive natural resources from damage due to unauthorized use, minimizing conflicts among visitors or with other authorized users, and monitoring local conditions to ensure that important recreation opportunities, visitor safety, and sensitive natural resource values remain unimpaired. Emphasis is placed on providing on-the-ground presence of BLM personnel where appropriate and, where necessary, on enforcing laws and regulations by BLM Rangers who have been delegated law enforcement powers.

The Base program provides a large portion of the funding for BLM Ranger patrols in selected areas of California (especially in the California Desert), Arizona, Nevada, Utah, Idaho, Oregon, New Mexico and Colorado. As multi-resource specialists, uniformed BLM Rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence in these areas. The presence of BLM Rangers trained in both resource management and law enforcement is important in both heavily used and remote BLM areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, to increase user safety, and to provide an authoritative and informative presence on the Public Lands.

Resource Protection

This portion of the program is directed toward preventing degradation or damage to resources from recreation-oriented activities. Interim protection, and management or project plan implementation can require resource protection projects, such as the installation of barriers, fences, use control signs and interpretive signs. This component also includes project work needed to reduce erosion by directing use away from fragile soils, installation of devices to prevent overuse of sensitive vegetative areas or wildlife habitats, landscape treatments, etc. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land-use activities through the addition of stipulations to leases and permits.

"4-WHEELING" IN SW COLORADO

The Alpine Loop in Colorado's San Juan Mtns. is very popular with 4-wheel drive enthusiasts and demands considerable management attention for visitor management and resource protection.



A major share of the BLM recreation resource protection projects involves ORV use and water-based recreation. The designation of a WSR river usually results in increased use as outfitters conduct river-running trips and the general public becomes more aware of the riverine recreational opportunities. Additional resource protection projects may be needed to avoid the consequences of overuse including water pollution, soil erosion, littering and solid waste problems, and illegal camping on sensitive resources. The timely installation of properly placed protection projects can reduce resource damage and eliminate future resource rehabilitation costs.

The ORV designation process also results in the need for resource protection projects. This process starts with the identification of three types of areas in the planning process (i.e., open, closed or limited to ORV use). In coordination with user groups, BLM specialists determine which roads and trails may be used by ORV's and what closures or restrictions are needed, and then prepare maps and brochures to inform the public of these designation. Implementation of ORV designations requires the posting of signs, construction of fences and other barriers to prevent and control use. Some roads and trails may also be rehabilitated to prevent unauthorized use and correct past damage from ORV use.

Priority will be on resource protection projects in heavily used recreation management areas according to needs identified in the State implementation plans.

Improved Management through Partnerships

The BLM continues to encourage partnership arrangements to assist in management of recreation resources, and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in recreation management efforts. Partnership arrangements have been successfully developed with such groups as historical societies, ORV clubs, caving, hiking, and rockhounding groups, hunting and fishing clubs, ranchers, conservation organizations, whitewater boaters, and other users. In addition, partnerships have been developed with many State, local, and Federal agencies. Partnerships with the private sector (such as guides and outfitters) and other agencies have proven to be beneficial in the implementation of the recreation permit program.

The BLM initiated a pilot challenge cost share program in recreation management in 1989, and in 1990, the BLM expects to receive \$900,000 worth of private contributions to match approximately \$500,000 in Federal funds.

Within the 1991 Base, the BLM will continue the recreation challenge cost share program at the 1990 level to accomplish additional on-the-ground projects on the Public Land. The BLM expects to receive matching funds, labor, and materials from recreation user groups, civic organizations, businesses, and local public agencies to improve management of recreation resources and facilities. Potential projects could include: design and installation of interpretative exhibits; signs and brochures, maintenance of campgrounds and trails; completion of cultural resource inventories and visitor surveys; stabilization and interpretation of historic sites; and installation of boat ramps on whitewater rivers.

Volunteers

The volunteer program involves recruiting and supervising volunteers, developing and supplying materials for volunteer projects, and coordinating the use of volunteers within the BLM. Over the last 8 years, the BLM volunteer program has grown nine-fold in terms of annual workhours contributed and 14-fold in terms of the number of volunteers. In 1988, a total of 14,077 volunteers contributed over 583,351 workhours to the BLM for an estimated value of \$5,600,000, at a cost to the BLM of approximately \$550,000. This represents a benefits to cost ratio of 10 to 1. The BLM uses volunteers in almost all major activities where they perform a variety of tasks such as conducting minerals mapping and research, constructing rangeland projects, recording archaeological sites, inventorying wildlife and plants, maintaining trails and facilities, serving as campground hosts, and clerical and other administrative support such as operating computers.

Within the recreation resources management program, 7,350 volunteers contributed approximately 363,108 workhours of work valued at \$2,979,013 in 1989. The 1991 Base program continues the 1990 level of funding to aid BLM volunteer use in the recreation management program by providing training, supervision and reimbursement of allowable volunteer expenses.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$ (FTE)	14,337 (290)	14,012 (290)	-325 (---)

A decrease of \$325,000 is proposed at the 1991 Estimate level.

This reduction results from the completion of the Congressionally directed feasibility study of a potential National Recreation Area on the American River in California. Completion of this project does not effect other workloads which will not be reduced and accomplishments will continue at the 1991 Base level.

Recreation Resource Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000 acres)	5,225	3,200	3,200	3,200	---
Activity plans (# plans)	102	116	116	116	---
Permitting (# permits issued)	11,095	12,000	12,000	12,000	---
Resource protection (# projects)	175	207	207	207	---

Distribution of change by object class

The object class detail for the decrease of \$325,000 is as follows:

	FTE	Amount
Travel and transportation of persons		50,000
Transportation of things		15,000
Rent, communications, and utilities		20,000
Printing and reproduction		10,000
Other services		200,000
Supplies and materials		20,000
Equipment		<u>10,000</u>
Total		\$325,000

Proposed Law: *America the Beautiful* Changes to Current Law Resulting from Proposed Legislation

Increase from 1990 Current Law

(dollars in thousands)

	1990 Current Law	1991 Proposed Law	Difference
\$	14,012	18,000	+3,988
(FTE)	(290)	(356)	(+66)

An increase of \$3,988,000 and 66 FTE is requested as a part of the "Legact 99" component of the President's *America the Beautiful* initiative. This increase would be used to accelerate implementation of the *Recreation 2000* goals and objectives according to priorities set forth in the BLM and State implementation plans.

The proposed increase for *Recreation 2000* will provide BLM with additional capability to: prevent damage to natural and cultural resources from improperly managed use; detect and stop increased illegal activities; provide adequate management of recreation areas; ensure healthful and safe conditions in recreation areas; increase volunteerism and partnerships with State and local agencies, and private and public groups; and expand public education efforts to engender appreciation of our resources. Priority will be placed on enhancing permit management, increasing field patrols, developing visitor information and interpretative materials, implementing additional resource protection projects, and operating facilities in priority areas to better manage visitor use and reduce resource damage. Funding will primarily be directed to identified high demand priority special recreation management areas in each State, which include Congressionally or administratively designated areas.

The proposed increase includes the following items:

Visitor Management (\$1,128,000 and 22 FTE): This increase is needed for additional visitor use supervision which includes on-the-ground visitor contact, fee collection and facilities operations, and reduction of unauthorized uses in heavily used areas. An adequate level of visitor management is required both to protect resource values and to insure the health and safety of visitors. Increased visitor management requirements for the BLM have resulted from the additions to the Wild and Scenic River System, new National Conservation Area designations, and the Federal Cave Resources Protection Act. Demands for additional on-the-ground presence also grow as recreational visitation to the Public Land reaches a projected 63 million visits by 1991.



SPECIAL MANAGEMENT AREAS

Areas such as this vista in SE Utah display the outstanding character of the Special Management Areas on BLM land.

Specific visitor management workloads to be accomplished with increased funds include: more frequent road and trail patrols during high use periods in high demand, heavily used areas to minimize impacts to fragile resources such as historic sites and riparian habitats, and discourage vandalism of signs and recreation facilities; establishment of additional visitor contact stations at key entry points to heavily used recreation areas; production of additional brochures and maps to direct visitors and instruct them on wise use of the Public Land resources, especially for the newly designated WSR rivers, National Conservation Areas, designated limited and closed ORV areas, and cave resources; and development and implementation of additional interpretive programs to enhance visitor education. Efforts devoted to permitting and visitor contact activities are not reflected in the workload measures table but will be increased by approximately 10 percent over 1990.

Permit Management (\$800,000 and 15 FTE): This increase is needed to handle the growing demand for issuance and monitoring of recreation permits as called for in *Recreation 2000*. By 1991, the number of special recreation use permits issued annually is expected to reach 13,000, however, the major workload increase will be in monitoring of permits (through patrols and spot checks) to prevent unauthorized use and resource damage resulting from noncompliance, and to collect fees due to the Government. As public interest grows and use by outfitters and guides increases, the additional WSR rivers designated in 1988 will also generate additional permit management workloads. Pursuant to the Federal Cave Resources Protection Act of 1988, increased monitoring will also be required for the recreation use permits issued for recreational use of identified significant cave resources.

Resource Protection (\$750,000 and 10 FTE): As stated in *Recreation 2000*, this increase is necessary to prevent recreation uses from damaging natural and cultural resources or degrading recreation values by overuse. Priority will be determined based on the severity of damage, amount of use, health and safety considerations, and the importance of affected resource values, in accordance with State implementation plans. Examples of resource protection activities covered with this increase include: inventory of mine hazards and elimination by signing and fencing; rehabilitation and closing of unauthorized vehicle routes; repair of eroded trail segments; fencing and signing where heavy ORV use is causing resource damage; and installation of minimal sanitation facilities where use of riparian areas is threatening health and safety. Resource protection accomplishments will be enhanced through the expansion of the challenge cost share program by obtaining funds, labor and materials from recreation user groups and other public sector organizations.

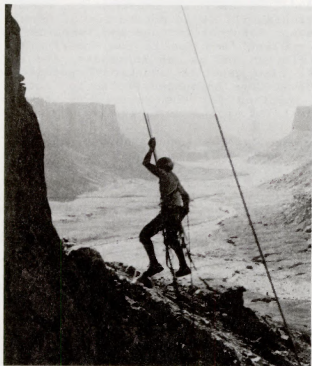
In compliance with the requirements of the Federal Cave Resource Protection Act, interim protection will be provided to caves under study, and resource protection projects, such as installing barriers and signs, closing access routes and controlling erosion, will be implemented for 50 significant caves as specified in completed RMP's and activity plans. It is anticipated that challenge cost share projects through cooperative management agreements with caving clubs will increase the effectiveness of federal funds.

Protection of the newly designated WSR rivers will be emphasized as prescribed in completed activity plans, and will involve activities such as signing WSR boundaries, removal of improperly placed campsites, development of properly located and designed launching points to prevent stream bank deterioration, and erosion control to prevent siltation. BLM will encourage challenge cost share projects with outfitters and environmental groups interested in wise management of wild and scenic rivers.

Recreation Management Planning (\$400,000 and 7 FTE): This increase is required to prepare recreation area management plans and project plans for high priority recreation management areas according to needs identified in State Recreation 2000 implementation plans. Additional management plans for significant cave resources will be completed. For potential WSR river segments which have been recommended as suitable through the RMP process, this increase will allow completion of legislative EIS's and reports, boundary determinations, and initiation of management plans. The emphasis for project planning will be on preparation of plans needed for design of facility maintenance and construction projects, improvement of hiking and equestrian trails, and protection of resources in ORV areas and designated WSR rivers.

MANY USES

The Public Land provides a variety of opportunities that are well suited for new and emerging recreational pursuits.



Improved Management Through Partnerships (+\$100,000) An increase of \$100,000 is directed to increase the challenge cost share program to accomplish additional on-the-ground projects on Public Land.

Environmental and Resource Education (+\$250,000 +3 FTE) The increase of \$250,000 is for environmental and resource program education activities associated with increasing the enjoyment of recreation users of Public Land. This funding will be used to provide a variety of educational activities to educate the recreational user about activities that will protect the scenic and unique resources on Public Land. Much of this activity will occur in as a part of increased visitor management efforts. The initiative will help increase understanding of the natural diversity of resources available on the Public Land, their importance to the ecological system, and the need to protect and wisely use these resources. The particular role of discouraging vandalism and impacts to sensitive resources such as caves, wild rivers, and the purposes of closed or limited ORV uses will be emphasized. Education opportunities through on-the-ground contacts with visitors will be increased.

Enhancement of Volunteer Assistance (\$560,000 and 9 FTE): Additional funds will be used to recruit, orient and supervise BLM volunteers, and support new voluntary associations, such as "Friends of" groups for particular BLM-administered areas. Recreation-related volunteer project could include: installation of resource protection measures, such as ORV barriers and signs; volunteering as trail or river guides to assist visitors; development and distribution of brochures and interpretive materials; serving as campground hosts, including visitor education and fee collection; and mapping and conducting inventories of cave resources. In support of the Secretary's education initiative, an integral part of group volunteer projects will be an educational component designed to explain the multiple-use mission of the BLM, the resource management objectives of the project, and the need to conserve and wisely use our natural and cultural resources.

The increased funding will provide for in-house staff contacts with private sector organizations, oversight of the volunteer program by BLM State volunteer coordinators, employee training on the use of volunteers, design of volunteer projects, supervision of volunteers, and volunteer recruiting efforts.

The increase will also fund costs for volunteer project materials (e.g., fencing, paint, trash receptacles, signs, etc.); training, orientation and recognition materials for volunteers; and incidental expenses and travel incurred by volunteers.

Recreation Resource Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1990 Current and Proposed Law funding levels are as follows:

<u>Workload Measure</u>	1990 Adjusted Approp.	1990 Current Law	1991 Proposed Law	Inc. (+) Dec. (-) from Cur. Law
Inventory (000 acres)	3,200	3,200	3,300	+100
Activity plans (# plans)	116	116	140	+24
Permitting (# permits issued)	12,000	12,000	13,000	+1,000
Resource protection (# projects)	207	207	282	+75

Distribution of change by object class

The object class detail for the increase of \$3,988,000 and 66 FTE is as follows:

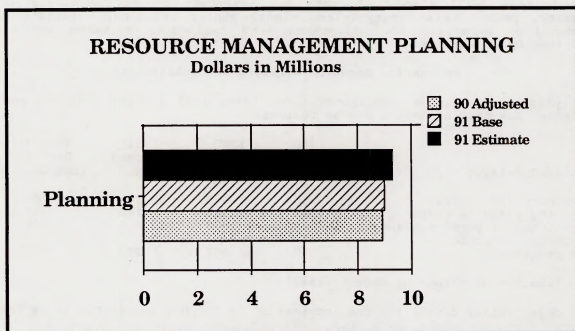
	<u>FTE</u>	<u>Amount</u>
Personnel compensation	66	\$2,112,000
Personnel benefits		429,000
Travel and transportation of persons		150,000
Transportation of things		100,000
Rent, communications, and utilities		60,000
Printing and reproduction		100,000
Other services		787,000
Supplies and materials		150,000
Equipment		<u>100,000</u>
Total		\$ 3,988,000

Activity Summary

Activity: Resource Management Planning

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Resource Management Planning	9,289	8,998	8,872	9,037	9,327	+290



Justification of Program and Performance

Activity: Resource Management Planning
Subactivity: Resource Management Planning

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	8,998	8,872	9,037	9,327	+290
(FTE)	(179)	(179)	(178)	(183)	(+5)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	8,998	-126	8,872

The reduction pursuant to PL 99-177 will result in the deferral of work on one ongoing plan and delay its completion.

Authorization

43 U.S.C. 1712
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* requires land-use planning for management of all Public Lands administered by BLM.

42 U.S.C. 4321 *et seq.*
P.L. 91-190

The *National Environmental Policy Act of 1969* requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

Resource Management planning guides BLM land-use and resource management decisions for the Public Land through a process which promotes multiple-use and sustained yield considerations by:

- o Improving BLM's ability to identify and assess changing natural resource conditions and new Public Land uses systematically;
- o Enhancing the ability of line managers to resolve natural resource and land use issues affecting the Public Land;
- o Promoting coordination and consistency with the plans of other Federal agencies and State, local, and tribal governments;
- o Increasing public understanding of BLM's responsibilities and program activities, and facilitating public participation in resource management planning and Public Land management; and

- o Facilitating compliance with statutory mandates including the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA), the Public Rangelands Improvement Act (PRIA), the Federal Coal Leasing Amendments Act (FCLAA), and the Surface Mining Control and Reclamation Act (SMCRA).

Base program

The 1991 Base level for resource management planning is \$9,037,000 and 178 FTE.

This level provides for the preparation, approval and revision of resource management plans (RMPs); plan maintenance, monitoring and evaluation; and coordination of planning actions with other agencies, State, local and Tribal government officials and the public.

Resource management planning activities are guided by the provisions of the BLM planning regulations (43 CFR Part 1600) which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation, and process related requirements are set forth in the planning regulations. The requirements also incorporate provisions for complying with the Council on Environmental Quality regulations implementing NEPA.

In most cases RMPs are prepared for a BLM resource area (the Bureau's smallest administrative unit which includes an average of about 1.1 million acres of Public Land). Plans set forth the allocation of resources among competing needs and uses, and contain appropriate multiple-use management prescriptions. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of existing plans.

A mix of RMPs and Management Framework Plans (MFPs) not yet replaced by RMPs comprises the existing base of BLM plans. This base of plans cover approximately 98 percent of the Public Land area administered by the BLM excluding Alaska. The MFPs in the base were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

Furthermore, BLM plans must be consistent with the resource-related plans, programs and policies of other Federal agencies, State and local governments and Indian tribes. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. Changes in circumstances, including the results of monitoring and evaluation, are addressed through the plan amendment process, or plan revision, if warranted.

New land use proposals, whether originating, outside of BLM or from the BLM, which do not conform to existing plan decisions, are considered through the plan amendment process with its attendant procedural and documentation requirements. Also new planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

Planning work falls within three general categories and includes the interrelated actions described below:

- o Preplanning: Advance preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and team member skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).

- o **Plan Preparation:** Execution of the 9 prescribed action steps as detailed in the 43 CFR 1600 regulations. These categories of steps are: scoping, inventory, management situation analysis, formulating an assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.
- o **Plan monitoring and maintenance:** Involves the following kinds of tasks:
 - Determining the conformance of management activities and new proposals to existing plan decisions and decisions about the need for plan amendment.
 - Monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions.
 - Maintaining the current states of plans to ensure their continued utility and effectiveness.
 - Coordinating involves management actions to ensure consistency with other Federal agencies, and local, State and Tribal governments plans.
 - Ensuring NEPA compliance of the subsequent and more detailed plans of action that are prepared within the framework of the RMPs.

Until 1985, planning activity concentrated on the preparation of new RMP's to fulfill mandated program specific planning schedules (such as wilderness and grazing). Beginning in 1986, BLM started to place more emphasis on plan monitoring, maintenance, and amendment. This shift from emphasis on new RMP preparation to plan monitoring and maintenance reflects both progress on meeting the scheduled mandates which drove the earlier planning efforts, and a growing appreciation of the importance of monitoring and maintenance activities to keep the existing BLM planning base current.

In the 1991 Base program, 4 preplanning efforts would be completed. Some would result in decisions to do plan amendments which are funded by the related program benefiting activity, and some would result in a decision to prepare an RMP. Also in the Base program, 9 RMPs in progress will be completed, 91 plans will be monitored, and valid plans would be maintained as described above. A significant effort will be expended in the areas of planning coordination with State, local, and other Federal agencies, as well as in environmental coordination as required by NEPA.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	9,037	9,327	+290
(FTE)	(178)	(183)	(+5)

The proposed increase of \$290,000 and 5 FTE will enable BLM to increase the number of preplanning efforts by 5 in 1991.

This increase is needed for BLM to conduct a land use planning and NEPA compliance strategy that is both cost effective and produces viable plans for the multiple use management of the Public Land that will pass judicial review.

Increased Resource Management Planning also supports achievement of BLM program initiatives such as *Recreation 2000*, *Fish and Wildlife 2000*, land exchanges, and management of special areas. Actions identified in these initiatives must be reflected in the Resource Management Plans which govern on the ground activities.

At the proposed 1991 funding level for planning if maintained through the out-years as well, BLM would be able to replace all existing MFPs with RMPs by the end of 1997.

Resource Management Planning Workload Accomplishments

The planned workload accomplishments for 1989, 1990 adjusted appropriation, and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	1989 <u>Actual</u>	1990 <u>Adjusted</u> <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Preplanning efforts (number completed)	13	4	4	9	+5
Resource mgmt. plans (number completed)	11	8	9	9	---
Plans monitored (number)	91	91	91	91	---

Distribution of change by object class

The object class detail for the proposed increase of \$290,000 and 5 FTE is as follows:

	FTE	Amount
Personnel compensation	5	\$160,000
Personnel benefits		32,000
Travel & Transportation of persons		25,000
Printing & reproduction		25,000
other services		20,000
Supplies & materials		20,000
Equipment		<u>8,000</u>
Total		\$290,000

Activity Summary

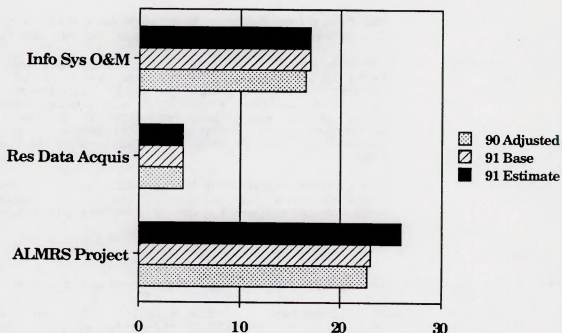
Activity: Information and Resource Data Management

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Info. Systems Oper. and Mgmt.	16,906	16,725	16,492	16,854	16,854	---
Resource Data Acq. and Mgmt.	3,185	4,410	4,348	4,436	4,436	---
ALMRS Project	22,969	22,903	22,583	23,020	26,000	+2,980
Total	43,060	44,038	43,423	44,310	47,290	+2,980

INFORMATION & RESOURCE DATA MANAGEMENT

Dollars in Millions



Justification of Program and Performance

Activity: Information and Resource Data Management
 Subactivity: Information Systems Operation and Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE)	16,725 (271)	16,492 (271)	16,854 (271)	16,854 (271)	--- (---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	16,725	-233	16,492

The reduction pursuant to PL 99-177 will result in the acquisition deferral of some equipment and training.

Authorization

43 U.S.C. 1731
 P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands through the BLM.

44 U.S.C. 3501-3520
 P.L. 96-511

The *Paperwork Reduction Act of 1980* provides National Federal Information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

40 U.S.C. 759
 P.L. 100-235

The *Computer Security Act of 1987* requires adoption and implementation of security plans for sensitive information systems to ensure adequate protection and management of Federal data.

Objectives

The objectives of information systems operations and management program are to:

- o Continue to support implementation of the Bureau's ADP Modernization Initiative to provide for a cost-effective, efficient, and fully integrated data management system to support all BLM programs;
- o Explore methods for making existing ADP-data communications operations more cost-efficient; and
- o Provide appropriate ADP systems support to meet BLM program action priorities.

1991 program

The 1991 Base and Estimate levels for information systems operation and management are \$16,854,000 and 271 FTE.

This program involves providing BLM with the ADP system design and program management, systems development, computer operations, current system software and hardware maintenance, and data telecommunications needed to support BLM natural resource programs and administrative systems operations.

Automated Data Processing (ADP)

Automated data processing plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Land. This role includes processing of data necessary to make decisions involving resources valued in multi-billions of dollars, as well as providing support to make administrative and management activities operate more effectively.

At present there are about 20 major operating automated systems within BLM that provide managers with information to make sound resource management and administrative decisions. Examples of such systems are as follows: the Solid Leasable Minerals System (SLMS), Lease Management System (LMS), and the Automated Inspection and Reporting System (AIRS). These systems ensure proper lease management involving compliance and collections of revenues from solid and fluid mineral leases. Other examples include the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and provides information on range utilization, and the Ecological Site Inventory which provides managers with necessary information regarding soil and vegetation data including ground cover, erosion ratings, ecological condition and trend. Other automated systems provide necessary information regarding personnel, budget, finance, and other administrative functions.

Under ADP, the following functions are performed:

1. Operation, maintenance, and management of ADP equipment and software;
2. Development, testing, and implementation of new ADP systems;
3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in BLM field offices, and operation, maintenance, and management of central site hardware configurations and State office minicomputers;
4. Screening and control of new system proposals to ensure that proposals support BLM missions as specified by on-the-ground users and managers and that proposals are coordinated to result in uniform Bureauwide applications; and
5. Technical assistance to system users.

BLM's current equipment configuration consists of a Honeywell 66/80 mainframe computer acquired in 1978 and upgraded to a DPS-8000 in 1989. Most administrative and natural resource ADP systems are run on this equipment. Each BLM State Office is equipped with a Honeywell DPS-6 Plus minicomputer for general ADP work. Various BLM offices also have minicomputers dedicated to geographic information technology applications.

Microcomputers (or personal computers) are being used extensively by BLM to take advantage of their increased technological and software capability. Many applications, once restricted to large scale computers, can now be more efficiently and economically performed by the microcomputer.

To provide ADP support services, each State Office and several District and Resource Area offices have small ADP staffs to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the District and area office resource personnel.

Because the BLM has the responsibility to manage the Public Land right now and cannot suspend operations to await implementation of ADP modernization, the BLM was faced with the challenge of how to use modern technology which was currently available for present time land and resource management functions. Consequently, BLM has acquired 2,500 microcomputers and 72 Prime minicomputers over the last 2 years for use in the daily activities of resource management, data analysis, land use planning, and decisionmaking. The capabilities of the existing Honeywell mainframe in Denver and the state offices have been maintained as well.

The Prime hardware is used to support Geographic Information Technology applications at the field level. For example, Resource Management Plans (RMP's) rely upon the GIS capabilities to analyze and display alternative land use options. Software maintenance is also necessary to ensure efficient use of existing hardware and to facilitate improved data management. Prime system maintenance is particularly important to BLM since it will continue as the mainstay for the BLM's automated resource management operations prior to implementation of the resources component of the Target System.

The number of microcomputers (personal computers) in BLM will reach some 5,000 by 1991.

Eastern States Records Preservation

Included within the 1991 program is \$1,500,000 for the project to protect and automate the historical land records (indexing and optically scanning the documents) in BLM's Eastern States Office. The records include 9,386 volumes of General Land Office Tract Books, 30,000 Cadastral Plats, and 1,750 volumes of accompanying field notes. The current system has been in use for 200 years and most of the documents are at least 100 years old. Many of the records are of historical significance. Age and continued heavy use by BLM staff and the public have led to a continuing deterioration of these valuable land records. In addition, they are subject to fire and insect damage.

These documents record the conveying of public domain lands to the private sector in 13 southern and midwestern states since the late 1780's. The patent documents themselves are the actual documents that record the passage of title. However, in many conflict of title cases the records at the Eastern States Office must be used to establish the actual chain of title on land ownership. This is particularly true in many southern states where county courthouses were destroyed during the civil war and the original patent records were lost.

To preserve the documents BLM is contracting to have them optically scanned into disks and to develop an index to enable users to locate the desired document.

BLM has established a prototyping effort to scan 163,000 conveyance documents in the State of Arkansas. The prototype will be completed in 1990. Completion of the project is scheduled by the end of 1993.

ADP Modernization Project

BLM initiated an automation modernization project in 1985 to determine its ADP requirements during the decade of the 1990's. Rather than develop separate computer systems and fragmented data bases, BLM's goal is to provide for cost-effective Bureauwide implementation of an integrated ADP system by the end of the 1990's. BLM has been assisted in the analysis effort by experts in the public and private sectors.

The ADP capabilities of BLM in the 1990's will be obtained by BLM through the concept of a Target System which will be developed and implemented in phases.

The target system will support the BLM staff with automated capabilities needed to document resource conditions, to retrieve information, to perform analysis needed for decision making and planning, and to prepare reports, correspondence and other products.

The first phase of this modernization will consist of hardware and software capabilities to operate the Automated Land and Mineral Record System (ALMRS).

Requirements analysis for the ALMRS project, a key component of modernization, has been completed. Additional analysis for administrative, resource management and technical services functions is currently underway. This analysis will determine the scope and cost-effectiveness of automating these functions, and will build on the experience gained through development of ALMRS. A high level design for the overall project, detailed design for ALMRS, and preliminary conversion of existing core administrative systems are planned to be accomplished in FY 1991. Funding requirements for any additional needs may be included in future year budgets if they prove cost-effective.

Included in the Base is \$400,000 for the operation and maintenance of the implemented components of ALMRS schedules to be in place by 1991.

Justification of Program and Performance

Activity: Information and Resource Data Management
 Subactivity: Resource Data Acquisition and Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	4,410	4,348	4,436	4,436	---
(FTE)	(63)	(63)	(63)	(63)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	4,410	-62	4,348

The reduction pursuant to PL 99-177 will result in a reduction in the acquisition of aerial photography obtained by contract.

Authorization

43 U.S.C. 1711, 1731
 P.L. 94-579

The *Federal Land Policy and Management Act of 1976* requires preparation and maintenance of an inventory of all Public Land and their resources and other uses on a continuing basis, and provides for management of the Public Lands through the BLM.

44 U.S.C. 3501-3520
 P.L. 96-511

The *Paperwork Reduction Act of 1980* provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objectives of the resource data acquisition and management subactivity are to:

- o Improve resource management decision making by automating certain essential resource data themes.
- o Utilize geographic information technology in support of BLM energy, minerals, lands, and renewable resource programs;
- o Develop BLM data standards and coordinate with other agencies on data standards and exchange;
- o Provide a process for uniform and consistent data administration throughout the BLM and in preparation for Target System implementation;

- o Process data using established remote sensing techniques in support of BLM field operations and BLM's participation in the high altitude photography program; and
- o Produce accurate maps necessary for resource management.

1991 program

The 1991 Base and Estimate level for the Resource Data Acquisition and Management subactivity are \$4,436,000 and 63 FTE.

Under resource data acquisition and management, support is provided for the use of existing technology to automate certain BLM resource and physical data. In addition the closely related field of photogrammetry and mapping are included to produce maps necessary for resource management activities. The costs of actual Automated Resource Data (ARD) applications are funded by benefiting subactivities. A data administration program has been established to develop data standards in cooperation with other agencies. In addition, the closely related fields of photogrammetry and mapping are included to produce maps necessary for resource management activities.

Data Administration

BLM has identified implementing a Bureauwide data administration function as critical to its automation modernization efforts. The experiences learned in prototyping systems have assisted BLM in focusing attention on the fundamentals of data administration. These essential elements of a data administration function are as follows:

- determining what data is needed to make multiple use decisions;
- defining the meaning of individual data elements and establishing standards for data automation;
- deciding what data should be automated;
- scheduling when the data should be automated;
- determining what levels of quality/accuracy are acceptable;
- determining how to minimize duplicative efforts in data automation within BLM and with other land managing agencies;
- establishing effective data sharing mechanisms that reflect security and cost recovery policies and enhance access to the data used in making Public Land decisions; and
- ensuring that the data being automated today will be capable of being used in the conceptual Target System.

Data Administration has been made a top priority to provide a clear management and oversight mechanism to synchronize the development of automated technology, and to assure the quality of the data to be automated and utilized in the Bureau. By establishing data requirements and by defining data standards, BLM will reduce the risks of entering unacceptable data into its ADP systems, and subsequently into the analysis of alternatives before making resource management decisions. It also ensures the efforts related to automating the many different data bases within the agency will not overlap and are adequately planned.

In order to develop data exchange agreements with users outside of BLM, clear guidance on BLM policies for data access and security concerns is required, plus confidence in the completeness and quality of BLM's automated data. Current automated and hard copy records systems require extensive review to determine appropriate ways to achieve conformity with the data standards being established.

Automated Resource Data (ARD)

BLM is increasingly using ARD with existing Geographic Information Systems (GIS) technology to help resource managers make better-informed decisions in a more cost-effective manner. Demonstrated benefits of automated over manual methods in savings of time and money and in increasing the accuracy of data and improved data manipulation have greatly expanded the field use of automated information technology.

Automated Resource Data is used where land characteristics, either physical (natural or human-made) or legal (boundaries, designated areas, leases, etc.) can be spatially designated in a computer data base and spatially compared with other land characteristics for purposes of analysis. In BLM, this technology is employed in such diverse areas as lightning detection systems and land use planning. In resource management, the technology is primarily used for resource conflict analysis. Sets of data are overlaid to define potential conflicts among resource values, and analysis is performed to minimize resource use conflicts while optimizing resource utilization. Through use of existing technology, BLM can perform multivariate resource analysis.

Prototyping of records data manipulation has shown that automated data, such as ownership, leases, withdrawals, etc., can be incorporated to combine resource values with the land status of parcel of land. Consequently in the future, data from the Automated Land and Mineral Record System (ALMRS) could be translated into a GIS context and vice versa to enhance its usefulness for land and resource management analysis purposes, if proven cost-effective. Eventually it will be possible to mutually exchange data from the Bureau's data bases when the Cadastral Survey's Public Land Survey System is registered to common geographic positions.

Acquisition of Automated Data

Automated data are derived from numerous sources. Some data are digitized from maps containing resource information obtained from BLM's resource inventory activities. Additional necessary data are obtained from the Geological Survey's (GS) National Digital Cartographic Data Base (NDCDB) which contains digital terrain data in the form of digital elevation models (DEM) and selected base category data such as transportation, hydrography (streams and water bodies), administrative boundaries, and the Public Land Survey System as digital line graph (DLG) files. BLM will produce DEM and DLG files on areas where such files are unavailable from the GS. These files are exchanged with the GS and help the GS accelerate its own efforts to complete the NDCDB.

Data are obtained from aerial photography and digital satellite imagery from the EROS Data Center. This type of approach to obtaining data is known as remote sensing and greatly reduces the costs of producing maps whether on paper or in a digital data base. BLM participates in the GS's National Area High Altitude Photography Program at an annual cost of \$250,000 in the Base program.

BLM uses conventional and high altitude aerial photography for many resource mapping and monitoring applications. Medium-scale color and color-infrared stereo aerial photographs are used for BLM's resource management mission.

Information is extracted by photo interpretation techniques or transferred from field reconnaissance. Typical applications include soil survey, range and forest vegetation analysis, recreation and cultural resource assessment, engineering, mineral activity monitoring, potential trespass identification, realty actions, and cadastral surveys. BLM is beginning to acquire and use large scale aerial photographs for site-specific rangeland monitoring and riparian area analysis.

Digital Landsat data has been used extensively for vegetation/land cover mapping in Alaska. BLM has cooperated with the GS to develop land cover classifications from Landsat data, digital terrain, and field data collected from helicopter surveys. These classifications are merged with other digital resource data and are used for planning purposes.

Resource Mapping Support Activities

BLM produces approximately 100 recreation, wilderness and other maps annually. These maps are derived from the base maps produced by the GS and display information necessary for BLM's management programs such as Public Land Survey System Data, land and mineral ownership data, topography, transportation, hydrography, and administrative boundaries. Information from base maps together with other resource data such as recreation sites on the Public Land can be combined in different ways to identify resource conflicts. Traditionally these themes were drawn on mylar overlays and physically placed over the base map. With the aid of GIS technology these data themes can be digitized and electronically overlayed to produce a much wider range of maps for the desired application.

BLM uses aerial photographs to produce orthophotographs (rectified aerial photographs in which terrain relief displacement and camera tilt effect are removed) and orthophotoquads (photographic products made from one or more orthophotographs and matching a standard map format). These products are especially useful for resource mapping because features mapped on orthophotoquads are registered to the corresponding topographic map base and can be digitized and entered directly into a digital data base. This process reduces costs and minimizes inaccuracies.

BLM has a photogrammetry program to meet a variety of information requirements. BLM can achieve desired accuracy and currency of topographic information from the appropriate type of aerial photograph. With proper field control, measurement accuracies of less than one foot can be achieved. This type of highly accurate product is required for purposes such as ownership boundary surveys, oil and gas well locations, road design, and verifying coal and mineral production reports. Less accurate mapping is required for vegetation and wildlife habitat mapping, estimating of timber volumes, and mapping of transportation routes and utility lines. Historical files of aerial photographs can be used to monitor changes associated with many applications, such as open pit mine volume calculations, hazardous wastesite studies, riparian boundary surveys, monitoring the effects of livestock grazing, and determining potential periods of trespass activity.

Justification of Program and Performance

Activity: Information and Resource Data Management
 Subactivity: Automated Land and Mineral Records System Project (ALMRS)

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	22,903	22,583	23,020	26,000	+2,980
(FTE)	(248)	(248)	(248)	(253)	(+5)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	22,903	-320	22,583

The reduction pursuant to PL 99-177 will result in the deferral of some of the land survey data collection being done by contract.

Authorization

43 U.S.C. 1711, 1731
 P.L. 94-579

The *Federal Land Policy and Management Act of 1976* requires preparation and maintenance of an inventory of all Public Lands and their resources and other uses on a continuing basis, the identification of the boundaries of the Public Lands, and provides for management of the Public Lands through the BLM.

44 U.S.C. 3501-3520
 P.L. 96-511

The *Paperwork Reduction Act of 1980* provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, deliver, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objective of the Automated Land and Mineral Records System (ALMRS) project is to automate the BLM's land and mineral records holdings which are extensively used by the public, industry, state and local governments, other Federal agencies and BLM itself. The goal is to begin implementation of ALMRS Bureauwide by the end of 1993 in order to:

- o Improve service to the public by expanding the usefulness and accessibility of the land and mineral records data;
- o Reduce the time involved in processing land and minerals casework;
- o Provide greater speed and flexibility in maintaining current minerals, lands, and resources ownership status records through faster, more accurate updating and enhanced capabilities for casework management;

- o Provide for the preservation of valuable hard copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a costly program to replace existing paper records;
- o Reduce space cost and effort involved in maintaining the existing hard copy paper records system with its large requirements for storage of hard copy records and its inflexibility in use; and
- o Provide capability for more than one user to access the same data base at the same time at different locations, thereby increasing the efficiency and the usability of the records system.

Base program

The 1991 Base level for the ALMRS project is \$23,020,000 and 248 FTE.

The ALMRS project was initiated in 1983 to automate the land and mineral records data which are fundamental to managing the Public Land. ALMRS is the core component on which a modernized ADP System for BLM will be built. ALMRS modernizes and replaces the present labor-intensive, manual records system which was installed beginning in 1955.

With ALMRS, the BLM is developing and implementing automated procedures for land and mineral case management, entering legal land descriptions, land and mineral ownership/use authorization status, and inputting a geographic coordinate data base for the land survey data. These data will cover land and mineral ownerships for more than 46,000 townships encompassing approximately one billion acres for which BLM has surface and/or subsurface management responsibilities. ALMRS provides for a logical progression from the existing manual records system to an automated one. The automated system is needed not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties.

The primary documents in the existing system are:

- The Master Title Plat - A composite of the survey plats of a township on which current ownership and land status are cartographically described.
- Historical Index - A chronological summary of all actions which affect or may affect title to, disposition of, or use of lands and resources within a township.
- Serial Register Page - Chronological records of each use transaction (e.g., lease, permit, etc.) which has been requested or granted affecting the Public Land.
- Patent Records - A record of Government deeds (patents) which have originally conveyed legal title of public domain lands to another party (e.g., person, State, etc.) with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. ALMRS offers a comprehensive solution to very real land status and ownership records problems affecting the BLM, other Federal agencies, State and local governments, industry, and the general public.

ALMRS will replace an outdated, manual, hard copy system which is cumbersome to use and keep current, with a faster and more efficient system to support adjudication of land and mineral cases and provide better land title, and land and mineral records service to the public.

ALMRS has already yielded an interim on-line, automated case management system which is capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. All new land and mineral cases are entered into and tracked by the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records.

Life Cycle Management

To develop and implement ALMRS, BLM has and continues to utilize a life cycle management approach that is consistent with Federal Information Processing Systems standards from the National Institute of Standards and Technology. System design and development will be accomplished under contract. BLM provides overall project management, determines user requirements and technical system requirements, develops and administers the necessary contracts for system design and implementation, and ensures that the system is developed in accordance with Federal ADP systems policies and procedures. BLM is also in the process of standardizing the data which would enable development of an integrated modernized ADP system, and is collecting data for automation in ALMRS.

To manage the inherent risk of any such large project, the ALMRS implementation schedule includes the safeguards of:

- Demonstrating a successful prototype (with limited capabilities) in a field office setting. This prototyping has demonstrated that the ALMRS functions can be met using existing technology and off-the-shelf software with a limited amount of new software development. Results from prototype testing have guided development of the Request For Proposal (RFP) specifications and verified user requirements.
- Testing the ALMRS component as designed by the contractor in one pilot State, during 1993.

BLM is using the Farmington (New Mexico) Resource Area to demonstrate how existing software and hardware ties together records, resources, and geographic coordinate data to develop applications useful for land managers. This effort has successfully merged land description, status, and geo-coordinate data to develop graphic displays that can perform many of the functions that will be implemented Bureauwide in the ultimate ALMRS system.

BLM recognizes that ALMRS represents a major development effort that involves considerable cost. By proceeding carefully and adhering to Federal ADP systems acquisition regulations and ADP system development policies and procedures, this will result in savings through automating the land and mineral records.

ALMRS Data Collection

Collection of data for use in the system is currently underway. ALMRS data include legal land description, legal land status, and geographic coordinate data. Land description data are the alpha-numeric descriptions of a parcel of land defined by the Public Land Survey System. Land status data describe the bundle of property rights associated with a parcel of land. These include surface ownership, leasing actions, easements granted, mining claims, and any other factors which affect the availability of a given tract of land or its resources for governmental or private use.

Geographic coordinate data matches the corners established by cadastral surveys with the longitude, latitude, and elevation of points on the earth's surface. These data are necessary to provide graphic representations that will enable ALMRS to replace the existing manual Master Title Plat, use plats, and other hand drawn graphics. Land description data collection has been completed. Systematic collection of geographic coordinate data began in 1989.

Experience gained in prototyping has shown that the most important and management intensive aspect of successful project implementation is in determining the data standards and building of the ALMRS data base. In the interim timeframe before ALMRS is implemented, BLM is using the data collected for ALMRS in its existing systems, keeping the data current in this way.

The bulk of the 1990 funding is to be used for ALMRS data collection, both by contract and inhouse personnel. Land status data collection will be completed in 1991 and the schedule for completing collection of the remaining land survey (geo-coordinate) data has stretched this work out into 1992 and 1993. Therefore within the base, data collection costs are substantially reduced.

In 1991, the funds will be re-directed within the base level to be used to have the ADP Modernization/ALMRS Contractor develop a high level system design, unique software for ALMRS and the administrative system conversion, and to provide the initial hardware equipment for system pilot testing.

ALMRS System Analysis

The ALMRS concept was initially analyzed by the Federal Computer Performance Evaluation and Simulation Center (FEDSIM), an ADP systems support agency for the General Services Administration. The study found that ALMRS is technically feasible and is sufficiently well justified and documented to proceed to the development phase. The accompanying cost/benefit analysis estimated a favorable 2.74:1 ratio of benefits to costs over the project's life cycle.

ALMRS System Design

The ALMRS General System Design analysis done in 1988-89 identified the close relationships among ALMRS, the plans to modernize the BLM's existing computer systems for administrative and technical services applications, and anticipated improvements to existing Geographic Information System (GIS) technology to support multiple-use resource management. One result was a clearer recognition of the risks of developing a series of separate, possibly incompatible, stand-alone systems for individual BLM functions which would require extensive effort to connect together later. Another result of these systems design efforts was recognition that BLM's separate ADP systems would have to be integrated in order to be most effective, efficient, and usable in economically accomplishing BLM program objectives.

Achieving and implementing an integrated ADP Systems Modernization for BLM will provide for better, more effective Public Land management and multiple-use decision making. Examples of potential improvements include processing applications for mineral leases, designing utility corridors, issuing land use permits, locating wildlife habitat improvements, preparing timber sales, evaluating alternatives in environmental assessments and land use plans, and generating reports and maps. Consistent automated technology will facilitate this objective by replacing inefficient information processing procedures now used which are based on duplicating paper documents and preparing mylar overlays.

The existing procedures require redrawing maps, duplicating documents, and - if already automated in part - retyping data into another ADP application to convert from one system (and often one computer terminal) to another in order to combine data from different sources. For instance, the BLM Administrative Systems include Office Automation (OA) software which provides standard word processing and editing features to BLM personnel. These administrative

systems also include financial and program management data that are relevant to a number of BLM program activities and ADP applications. By integrating the administrative systems and data bases with the other lands, mineral, and resources technical data bases, BLM could make more efficient utilization of all of its data bases and avoid the need to duplicate either existing data in disparate systems or provide duplicative operating systems, to the various components of the Modernized ADP structure.

The concept of the target system as the basis for ADP Modernization was developed as a result of the contracted General Systems Design analysis. It was refined after reviewing responses by vendors to the ALMRS project's initial procurement phase -- Request for Comment (RFC). The target system concept would require a contractor (or team of vendors) to develop a high level preliminary system design reflecting how different BLM ADP applications and program needs for data management functions are related. Using this design as a guide, the contractor would then develop the ALMRS component to be implemented in a step-by-step manner, using the design to minimize duplication of hardware, software, and data communications capabilities and simplify data exchange among BLM offices and to share with other users. As currently envisioned, the "platform" of common technology will be the basis for all further automation support and will replace the current incompatible systems now in use by BLM that are expensive to maintain and more difficult for people to use.

The target system concept builds upon the analysis conducted during the development of the ALMRS project. ALMRS, as the Land and Mineral component of the target system as currently conceived, would continue to be the central core around which the any future modernized ADP system would be developed.

Any additional components implemented on the target system will have a detailed cost-benefit analysis and system design before development begins according to the standards developed in the high level systems design. Each component of the target system beyond the ALMRS component would be separately identified, evaluated, and budgeted before BLM would decide to implement each component. At this critical decision point, the contractor would identify the additional costs and associated quantities of hardware, software, and data communications capability needed to implement that stage of automation. Careful review of the effectiveness of additional development, based upon experience, will take place at this point. As appropriate, the contractor would then proceed with development and implementation.

Detailed design for the ALMRS component implementation will be accomplished by the project contractor as part of the ADP Modernization/ALMRS contract scheduled for award in 1991. The BLM in conjunction with oversight from the Department's IRM office will conduct a critical design review in 1991 to ensure that all system requirements are met, and BLM will fully test ALMRS before Bureauwide implementation is approved.

Initial indications are that automated processing capabilities currently exist that will meet ALMRS project requirements, that these capabilities are neither experimental nor developmental, and that existing commercial "off-the-shelf" software can largely be used by the contractor. Meanwhile, data automation and standardization can proceed in order to develop the total ALMRS data base.

Administrative Systems Software

The administrative system software improvement plan completion and operating systems/software re-design development will permit the implementation of re-hosting the existing BLM administrative systems to the Modernization/ALMRS common hardware/software platform.

As part of the ADP Modernization analysis, BLM studied its existing ADP systems to determine which ones are integral to achieving an effective system and thus would remain in use as the ADP Modernization target system concept is developed. Most of the administrative systems applications provide some common data and features that are used in connection with other data bases that would become part of an integrated ADP Systems architecture; therefore, these applications would be required in the most effective versions of the target system concept, and in the individual target system components such as ALMRS. Consequently, it makes sense to plan for including these administrative applications as a part of the overall target system configuration.

The current administrative ADP applications in most cases were initially designed many years ago to operate in the "batch" environment and on far slower, earlier generations of ADP technology. They were never upgraded to utilize the newer ADP operating systems and faster hardware processing capabilities of modern ADP equipment. In the interim, these systems continue to operate on BLM's existing Honeywell equipment.

BLM is now completing the documentation of its existing administrative systems and descriptions of how the different modules of existing software code actually operate. The cost-effective parts of existing administrative software will be converted by the contractor to work with a Portable Operating System for Interface with Compatible Environments (POSIX) operating system. The POSIX standard will permit the administrative systems software to run on ADP hardware manufactured by a wide range of companies and to operate in a modern distributed ADP architecture. This approach is in contrast to the existing BLM system, where the administrative software is restricted to working with proprietary operating systems and computers manufactured by a few vendors, because these applications were designed before the POSIX standard was adopted. The most effective administrative software would thus be "re-hosted" to more modern computers, but will perform essentially the same functions as it does today.

High Level Design

Within the Modernization/ALMRS contract, an estimated \$6,000,000 would be devoted to contractor preparation of the high level system design. The high level design would provide the technical requirements needed for integrating and connecting related BLM program functions, data processing needs, and operating systems environments together into an integrated system of ADP hardware, software, data bases, and systems configurations, which is the concept of the "Target System". The design will guide the detailed systems design for the ALMRS component, and the re-hosting of the most effective existing administrative systems onto a common system platform. In the high level systems design, the contractor would develop and design an expandable suite of hardware, operating system software, commercial off-the-shelf software, telecommunications, and user interfaces that could be utilized for future implementation of the Modernized ADP System under the target system concept. The cost of the high level systems design was not included in the original ALMRS cost estimate since ALMRS was initially conceived as a stand alone project. The \$6,000,000 is the estimated cost of including this requirement in the ADP Modernization/ALMRS contract.

BLM Contract Management

BLM staff resources, assisted by a project support contract, are required to manage the contract efforts involved in the high level systems design and the re-hosting of existing administrative systems. These personnel are needed to monitor the results of contractor's high level systems design work and rehosting of existing administrative systems to ensure that they will meet BLM's technical and functional requirements as specified in the RFP. They will also be necessary in future years to monitor the detailed system design work.

ALMRS Project Implementation Schedule

Major Milestones in the ADP Modernization/ALMRS project implementation schedule are as follows:

	Completion	
Data Collection		
Legal Land Description	9/88	(FY 88)
Land Status	9/91	(FY 91)
Geographic Coordinates/Land Survey Data	9/93	(FY 93)
General System Design	2/89	(FY 89)
Hardware/Software Contract		
Issue Request for Comments	3/89	(FY 89)
Receive Comments	5/89	(FY 89)
Issue Request for Proposals (RFP)-Estimated	4/90	(FY 90)
Estimated date for Close of RFP	7/90	(FY 90)
Award Contract (including High level Design)	7/91	(FY 91)
High Level Preliminary Design Review	11/91	(FY 92)
Administrative Re-hosting software		
Improvement Plan	11/91	(FY 92)
Initial Hardware Delivery	11/91	(FY 92)
ALMRS Detailed Design Review	7/92	(FY 92)
Pilot Testing		
Begin	4/93	(FY 93)
Complete	8/93	(FY 93)
Begin Bureauwide Implementation	9/93	(FY 93)

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	23,020	26,000	+2,980
(FTE)	(248)	(253)	(+5)

The 1991 Estimate is an increase of \$2,980,000 over the Base.

The increase is needed to provide funds for the estimated costs of including enhanced system design work as part of the ADP Modernization/ALMRS contract scheduled to be awarded in 1991. This high level systems design work to be done by the ALMRS contractor would provide the technical requirements needed for integrating and connecting related BLM program functions, data processing needs, and operating systems environments together into an integrated system of ADP hardware, software, data bases, and systems configurations, which is the concept of the "target system". See the base program description for a discussion of the change in the project emphasis and funding utilization between 1990 and 1991.

The high level design will guide the detailed systems design for the ALMRS component, and the re-hosting of the most effective administrative systems onto a common system platform. The cost of the enhanced systems design was not included in the original ALMRS cost estimate since ALMRS was initially conceived as a stand alone project. The cost for each component of the target system would be separately identified and budgeted before proceeding to development.

ALMRS Project Funding Schedule

(dollars in millions)

	Software Hardware	Training	Data Collection	Project Management	Total
1987 actual	---	---	2.3	2.7	5.0
1988 appropriation	4.0	---	6.6	2.9	13.5
1989 appropriation	2.0	---	18.0	3.0	23.0
1990 appropriation	3.0	---	15.6	4.0	22.6
1991 (est.)	21.1	---	1.9	3.0	26.0
1992 (est.)	14.0	2.4	2.6	3.0	22.0
1993 (est.)	27.5	3.3	2.5	3.0	36.3
1994 (est.)	32.0	1.0	---	3.0	36.0
1995 (est.)	4.6	1.0	---	3.0	8.6
1996 (est.)	---	1.0	---	3.0	4.0

Distribution of change by object class

The object class detail for the proposed increase of \$2,980,000 and 5 FTE is as follows:

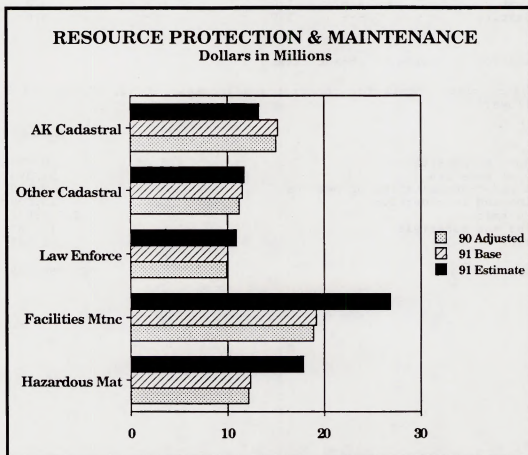
	FTE	Amount
Personnel compensation	5	160,000
Personnel benefits		32,000
Travel and transportation of persons		8,000
Printing and reproduction		15,000
Other services		2,750,000
Supplies and materials		10,000
Equipment		<u>5,000</u>
Total		\$2,980,000

Activity Summary

Activity: Resource Protection and Maintenance

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Fire Management	9,282 ^{1/}	---	---	---	---	---
Alaska Cadastral	15,232	15,232	15,019	15,177	13,287	-1,890
Surveys Other States						
Cadastral Surveys	12,165	11,400	11,241	11,522	11,714	+192
Resource Protection and						
Law Enforcement	4,257	10,001	9,861	10,005	10,850	+845
Facilities Maintenance	15,791	19,146	18,879	19,152	26,827	+7,675
Hazardous Materials						
Management	12,374	12,332	12,160	12,311	17,945	+5,634
Total	69,101	68,111	67,160	68,167	80,623	+12,456



^{1/} Beginning in 1990, Fire Management costs are included under the BLM portion of the "Firefighting" appropriation account which is separately justified.

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Alaska Cadastral Surveys

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	15,232	15,019	15,177	13,287	-1,890
(FTE)	(149)	(149)	(147)	(121)	(-26)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	15,232	-213	15,019

The reduction of \$213,000 pursuant to PL-177 will result in 30 Native Allotment surveys being deferred.

Authorization

43 U.S.C. 1711, 1738
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* authorizes the delineation of boundaries of the Public Lands.

43 U.S.C. 1612
P.L. 92-203

The *Alaska Native Claims Settlement Act of 1971* requires the survey of Alaska Native lands for conveyance to Native associations and individuals.

48 U.S.C. Chap. 2 note
P.L. 85-508

The *Alaska Statehood Act*, as amended, requires the Survey of lands for State selection.

16 U.S.C. 3101, *et seq.*
P.L. 96-487

The *Alaska National Interest Lands Conservation Act of 1980*; requires maps and legal descriptions for certain areas.

Objectives

The Alaska Cadastral Survey program objectives are to:

- o Support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, and ANILCA;
- o Complete surveys through the use of the Patent Plan Process; and
- o Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA, and the Alaska Statehood Act.

Base program

The 1991 Base level for the Alaska cadastral survey program is \$15,177,000 and 147 FTE.

The primary focus of the program is to support land transfers to the State of Alaska, Native corporations, and individuals as required by legislation such as the Alaska Statehood Act, the Alaska Native Claims Settlement Act (ANCSA), the Alaska National Interest Lands Conservation Act (ANILCA), the Native Allotment Act, as well as other programs. In total more than 155 million acres will be transferred from federal ownership.

Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of State and Native lands be surveyed, but also the thousands of inholdings such as those related to ANCSA Section 14(h) (cemetery and historic sites), mining claims, Native allotments, and withdrawals. Additional surveys will also be required for ANCSA Section 14(c) (village reconveyance of inholdings) selections, and for land exchanges between the Federal Government and other parties. This results in relatively high cost surveys in Alaska as compared to the other States.

Currently, 69.9 million acres are remaining to be patented to the State of Alaska, and approximately 35.7 million acres are remaining to be patented to the Alaska Native corporations.

BLM has initiated the Alaska Patent Plan Process to ensure that Alaska lands program actions and cadastral survey actions facilitate land patenting in a efficient and effective manner. The Patent Plan Process identifies all the various lands and survey needs within a particular "geographic window." Within these "geographic windows" there will be an intense and concentrated effort to survey all small inholdings, Native allotment, corporation, and village selection, State selections, and all meanderable water bodies concurrently.

Criteria for establishing the priorities for survey have been established by the Alaska Land Use Council (representing future patentees). The Interagency Cadastral Coordination Council (ICCC) with representatives from the State, Native interests, individual Native corporations, and Federal agencies, establishes priorities for survey by geographic area. The concentration of surveys within one geographic area may result in the patenting of more lands to a particular interest than to another. The equity of this process is best demonstrated over a 5-year cycle rather than an annual basis. Another result of this process is a reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives will increase.

In the program workload accomplishments, an estimated 688 miles of original survey are expected to be completed in 1990. This is a 327 mile reduction from 1989 accomplishments because of surveys being completed in the southeastern part of Alaska where, due to difficult terrain, costs are about triple those in the rest of the State. The 1991 base level of accomplishment of 700 miles continues to reflect survey completion in southeast Alaska.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	15,177	13,287	-1,890
(FTE)	(147)	(121)	(-26)

The 1991 Estimate is a decrease of \$1,890,000 and 26 FTE. At the 1991 Estimate level, 500 miles of original survey and 1,650 miles of special surveys will be performed. This reduction of 200 miles of original surveys and 100 miles of special surveys from the base level results from anticipated reductions in acreages to be conveyed under the Alaska Lands program in the next 3 to 5 years. There is a time lag between the year a parcel is surveyed and actual conveyance.

Alaska Cadastral Survey Workload Accomplishments

The planned workload accomplishments for 1989, 1990 adjusted, and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1989 Actual</u>	<u>1990 Adjusted Approp.</u>	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Original survey (miles)	1,015	688	700	500	-200
Special survey (miles)	1,700	1,350	1,750	1,650	-100

Distribution of change by object class

The object class detail for the proposed decrease of \$1,890,000 and 26 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	26	\$ 832,000
Personnel benefits		169,000
Travel and transportation of persons		26,000
Transportation of things		70,000
Other services		670,000
Supplies and materials		73,000
Equipment		<u>50,000</u>
Total		\$1,890,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Other States Cadastral Surveys

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	11,400	11,241	11,522	11,714	+192
(FTE)	(272)	(272)	(271)	(273)	(+2)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	11,400	-159	11,241

The reduction of \$159,000 pursuant to PL 99-177 for Other States Cadastral Survey will result in 40 fewer miles of resurveys being accomplished.

Authorization

43 U.S.C. 2 The Act codified at 43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land, or in anywise respecting such Public Land; and also, as relates to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 52 The Act codified at 43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked all base and meridian lines, through such points and perpetuated by monuments; that all private land claims shall be surveyed after they have been confirmed; and that he shall transmit general and particular plats of all lands surveyed to such officers as he may designate.

43 U.S.C. 1711, 1738 The *Federal Land Policy and Management Act of 1976* authorizes the delineation of boundaries of the Public Land.

Objective

The objective of the Other States Cadastral Survey program is to provide cadastral surveys of Federal Interest Lands in the contiguous 48 States to meet BLM priorities for marking the boundaries of Public Land areas to support the lands and realty, energy and minerals, forestry, and other renewable resources programs; and to meet the priority survey needs of other Federal Agencies.

Base program

The 1991 Base level for the Other States Cadastral Survey program is \$11,522,000 and 271 FTE.

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal Lands. Boundaries of the Public Land must be delineated on the ground and in the official records, as determined by a cadastral survey, prior to patent or to many types of resource development. BLM is responsible for all of the official survey records (plats and field notes).

In support of the its priority programs, the BLM:

- o Completes original surveys as a prerequisite to patenting of Public Land;
- o Establishes precise, on-the-ground boundaries for leases or other uses of the Public Land (e.g., in Wyoming, the restoration of old, original surveys on mineral lease lands that will affect millions of dollars of resources) and for Congressionally designated management areas such as wilderness areas;
- o Determines precise boundaries to avoid: (a) trespass by private parties against the Government or by the Government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain; and
- o Support land related activities such as exchanges, disposals and acquisitions of land.

There are current agreements with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; however, their surveys must be approved by BLM. The BLM/FS agreement allows an increase in the number of legal cadastral surveys on FS-administered lands. This benefits administration of all programs by helping to resolve trespass and unauthorized occupancy cases and by promoting effective utilization of the natural resources. BLM provides search of title records and previous surveys to determine the survey method to be used and is responsible for all records management following survey approval. Surveys required by other agencies, such as the Bureau of Indian Affairs (BIA), are presently conducted by BLM on a reimbursable basis.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates these types of survey only when needed to solve a specific management problem.

Three major types of cadastral surveys are executed on the Public Land:

- o Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the Public Land as well as the authority to execute resurveys when needed to determine the boundaries of the Public Land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except for those required for Alaska land conveyances and those few in the other States required for trespass abatement and resource management.

- o **Resurveys** are performed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource development. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.
- o **Special surveys** are those that do not fall into either of the above two categories. These include surveys of Public Land islands omitted from original surveys, correction of fraudulent land surveys, and surveys of lode mining claims.

At the 1991 Base level, the Bureau would complete 50 miles of original surveys, 4,500 miles of resurveys and 150 miles of special surveys in direct support of program activities; as follows:

- o Original survey amounting to 50 miles would be completed to provide descriptions of lands proposed for disposal and to respond to public requests for survey of omitted land;
- o Some 2,000 miles of resurvey would be completed for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, for proposed exchanges, and for efforts to solve some of the unauthorized occupancy situations which exist throughout the West and in some Eastern States; and
- o Energy development programs in areas of extensive intermingled lands would require 2,500 miles of resurvey. These surveys permit land ownership identification and, ultimately, expedite energy development exploration. In 1991 emphasis will continue to be on resurveys in the Powder River Basin of Wyoming. Survey corners in this area of high energy mineral interest have been obliterated, and dependent resurveys recently completed have shown that many townships have significant distortions in the original surveys. This presents an oil and gas resource management problem for both industry and the Federal Government. The 1991 base level provides for resurvey of 15 townships.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	11,522	11,714	+192
(FTE)	(271)	(273)	(+2)

An increase of \$192,000 and 2 FTE is proposed to accomplish 43 miles of surveys to establish boundaries associated with portions of rivers in Oregon recently added to the National Wild and Scenic River System. Identification of the boundaries of these Wild and Scenic Rivers is needed to establish the exact limits of the areas designated, to ensure proper management, the enforcement of restrictions on land use activities, to identify private inholdings, and to facilitate the processing of land use applications on adjacent Public Land.

Other States Cadastral Workload Accomplishments

The planned workload accomplishments for 1989, 1990 adjusted, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Original survey (miles)	45	50	50	50	---
Resurvey (miles)	4,960	4,460	4,500	4,543	+43
Special survey (miles)	145	150	150	150	---

Distribution of change by object class

The object class detail for the proposed increase of \$192,000 and 2 FTE is as follows:

	FTE	Amount
Personnel compensation	2	\$ 64,000
Personnel benefits		13,000
Travel and transportation of persons		3,000
Transportation of things		10,000
Other services		80,000
Supplies and materials		15,000
Equipment		<u>7,000</u>
Total		\$192,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
 Subactivity: Resource Protection and Law Enforcement

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	10,001	9,861	10,005	10,850	+845
(FTE)	(83)	(83)	(82)	(99)	(+17)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	10,001	-140	9,861

The reduction will pursuant to PL 99-177 will result in the delay of equipment purchases and a cutback in lower priority investigative work. Support for the drug enforcement program will not be affected.

Authorization

43 U.S.C. 1733
 P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, Section 303, authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of Public Lands, including the property located on these lands. The Secretary may also authorize Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with appropriate local officials to assist.

P.L. 100-690

The *Federal Uniform Crime Reporting Act of 1988* requires Federal agencies collecting data on crimes to report that data to the Attorney General in a manner prescribed by the Department of Justice.

Objectives

- o Ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the Public Land and resources as directed by FLEMA; and
- o Protect the natural resources from unlawful activities; investigate incidents of unlawful acts against Public Land resources and users, and bring to justice those responsible through an effective law enforcement program.

Base program

The Base level for the Resource Protection and Law Enforcement program is \$10,005,000 and 82 FTE.

BLM law enforcement work is multi-faceted. The work entails developing investigative contacts which give exposure and visibility to resource protection personnel, as well as provide information for investigations. The information results in grand jury testimony, search and/or arrest warrants being issued and served, and cases being presented for prosecution, all of which resolve criminal acts or serve as deterrents to further violations.

From 1 to 10 special agents are assigned to each BLM State Office and the Headquarters Office to conduct criminal investigations and manage the BLM resource protection and law enforcement program. The BLM's resource protection responsibilities are enhanced by 85 law enforcement Rangers who emphasize crime prevention and compliance with resource protection measures through field contacts and patrols of vast areas of the Public Lands. Forty-one of these Rangers are located in the California Desert Conservation Area.

Investigations

Investigations support many of the BLM's resource management programs. The 1991 Base program stresses drug enforcement and reduction of unauthorized uses and illegal activities relating to archaeological resources, energy and minerals, forestry and recreation.

Archaeological Resource Violations: Destruction of antiquities and illegal removal of archaeological resources continue to be areas of concern and investigative emphasis in BLM. The Base program will continue to concentrate on enforcement of the Archaeological Resources Protection Act of 1979 and other relevant statutes, and implementing archaeological resource law enforcement plans. Emphasis within the 1991 Base program will be placed on identifying and bringing to justice persons who are stealing and marketing these resources in an attempt to reduce the supply of illegally obtained antiquities. BLM special agents are involved in joint Federal/State interagency task force operations designed to combine limited agency resources and cooperatively increase archaeological protection efforts. These efforts include:

- Detection - includes remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;

- Public Awareness - encompasses a public education program to make visitors and users of the Public Lands aware of the problem and the means to report violations;

- Employee Awareness - involves training employees on how to identify and report violations encountered while working on the Public Lands;

- Law Enforcement - includes actions conducted in cooperation with other Federal, State and local law enforcement personnel, as well as individual agency special operations and investigations.

Four Corners Cultural Resources Investigative Task Force: This task force will continue to investigate theft and destruction of cultural resources in the Four Corners region.

Oil and Gas Theft: The Secretary of the Interior has recently delegated the responsibility for criminal investigations related to theft of oil and gas products on Indian leases to the BLM. This additional responsibility will increase criminal investigations and related investigative audits within the Base program.

Drug Enforcement

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities will address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the Public Land. The control of drug activities on the Public Land is important because such illegal activities not only impact resource values (e.g., diversion and fouling of water sources, abandoning contaminated materials, destruction of timber and wildlife habitat), but also endanger visitors, users, and BLM employees on the Public Land. The Base program emphasis will continue to expand beyond cannabis eradication to include more investigative, intelligence gathering, and subject identification/arrest efforts.

Illegal drug activity on the Public Land has increased in quantity, complexity and sophistication, especially over the last 5 years. Not only has the amount of cannabis eradicated increased, but BLM is now beginning to find drug labs on the Public Land in growing numbers. There is also evidence that illegal drug traffic is expanding across the U.S./Mexican border onto Public Land areas in Arizona, California, and New Mexico. As a result of these trends, the BLM must spend more time, use more advanced detection, surveillance and intelligence methods, and enhance cooperative efforts to increase the number of arrests, prosecutions and property seizures. It is critical for the BLM to maintain a highly visible and active position in drug enforcement because illegal drug producers and traffickers are sensitive to law enforcement efforts and will take advantage of any slackening of emphasis by the Government.

Within the 1991 Base, the drug control efforts initiated in 1990 will continue, with emphasis on those States with an identified drug enforcement problem. The 1991 Base program maintains the 1990 funding level for drug law enforcement efforts at \$6,750,000. Funding for one-time equipment purchases made in 1990 will be shifted to cover additional labor costs related to the addition of drug enforcement coordinators, intelligence analysts, and support personnel. Activities include the following:

Investigations, Detection and Eradication: The full-time BLM drug enforcement coordinators hired in 1990 for California, Oregon, Arizona, Nevada, New Mexico, and Utah, will continue to provide program direction and interagency liaison for drug-related detection efforts and investigations. Drug enforcement coordinators will be added in the remaining States (Alaska, Colorado, Idaho, Montana and Wyoming) in 1991. Additional field eradication teams, consisting of law enforcement officers and supplemented through cooperative agreements, would be formed in additional areas with identified needs. Contract aircraft will continue to be used to spot cultivation plots and supporting facilities, transport personnel and equipment, and remove the cannabis and evidence. Some specialized equipment, such as remotely operated video cameras, telephoto lenses, sensor devices, and night vision equipment, will be purchased to outfit new field teams.

Drug Interdiction: Ranger patrol and interdiction efforts along the U.S./Mexico border will continue. Additional Ranger positions will be devoted to patrolling Public Land areas in Arizona, California and New Mexico, in coordination with other Federal law enforcement agencies, to detect drug smuggling operations.

Intelligence: The Base program includes continued staff support for the command intelligence communications center and incident tracking network. This component will include continued reporting procedures, an informant reward system, and a law enforcement radio net, as well as the capability to access the National Crime Information Center and the El Paso Intelligence Command. Additional computer equipment will be purchased to provide all BLM State Offices with adequate capability. This capability will allow conversion of data to graphic form showing the locations of cultivation plots, drug labs, and drug interdiction points for analysis and prediction of possible future drug activity.

State/Local Assistance: Part of the 1991 Base program funding will be used to maintain the law enforcement agreements with State and local law enforcement agencies which were added in 1990. These agreements are designed to assist the BLM in identifying, investigating and prosecuting drug law violations on the Public lands. Specific agreements also provide assistance and backup to the field eradication teams during their operations. Agreements will be distributed among the States with significant drug control problems and will continue at the 1990 level.

Public Awareness. This portion of the 1991 Base includes continuation of public education efforts aimed at informing visitors and users of the Public Land about dangerous areas where drug activity is high, and enlisting their support in reporting suspicious activities observed on the Public Land. Special emphasis will continue to be placed on increasing media coverage of the activities and results of the field eradication teams. In addition, brochures, posters and public service announcements will be developed and distributed.

Resource Protection

The increasing use of the Public Land and the depredation of natural and cultural resources has dictated a continuing expansion of the BLM Ranger program to areas outside of the California Desert Conservation Area as well as within the Conservation Area. As multiple-use resource personnel, the Rangers perform duties in support of many BLM programs and receive law enforcement-related technical oversight, equipment and training through the resource protection program. Along with other BLM programs, the 1991 Base continues the 1990 funding levels for law enforcement work by Rangers, investigations by special agents, training, equipment and law enforcement agreements.

Rangers conduct patrols and provide a BLM presence at selected high use areas, and in remote locations, to reduce people versus people violations, vandalism to facilities, off-road vehicle violations, cultural resource and vegetation thefts, etc. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to observe any unusual occurrences and potentially illegal and unauthorized uses of the Public Land. While in the performance of their duties, Rangers may also provide normal and emergency assistance to visitors and users of the Public Land.

Cooperative Agreements

Section 303 of FLEPMA authorizes BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the Public Land. Since 1976, law enforcement agreements have been signed with local law enforcement agencies in most of the western States. These agreements emphasize the enforcement of State and local ordinances rather than Federal laws on the Public Lands since

enforcement of Federal laws on the Public Land rests with Federal law enforcement officials. The actual number of law enforcement agreements can vary from year to year because agreements may be on a countywide basis, for specific problem areas, or for a specified, limited time period (such as long holiday weekends). An estimated 73 agreements will be in effect under the 1991 Base program, the same as in 1990.

CANNABIS ERADICATION

Eradication of marijuana on the Public Land is dependant upon effective support and cooperation with other Agencies and Law Enforcement authorities.



The Special Agents-in-Charge in each BLM State Office manage the cooperative agreements. These agreements are usually with a county sheriff, or a State or local law enforcement agency. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem. A number of the BLM law enforcement agreements signed with county sheriffs have singled out marijuana control as the major work task to be accomplished. BLM also works cooperatively with State and local government agencies in this matter and is cooperating extensively with the Drug Enforcement Administration, Forest Service, National Park Service and the Bureau of Indian Affairs in such projects as remote sensing and area reduction mapping, and the Campaign Against Marijuana Planting (CAMP) for the purpose of eradicating marijuana.

Increase from the 1991 Base

(dollars in thousands)

	<u>1991</u> <u>Base</u>	<u>1991</u> <u>Estimate</u>	<u>Difference</u>
\$	10,005	10,850	+845
(FTE)	(82)	(99)	(+17)

The 1991 Estimate is an increase of \$845,000 and 17 FTE. This is a net increase for implementation of an incident reporting system and performance of additional investigations in support of the President's Drug Control Policy on the Public Land.

Incident Reporting System (\$845,000 and 6 FTE): This increase will cover the additional workload stemming from compliance with the requirements of the Federal Uniform Crime Reporting Act of 1988 (P.L. 100-690). As mandated by Department of the Interior policy, BLM will modify existing data bases and develop an automated incident reporting system which will enable monthly law enforcement incident reports to be electronically assembled by the BLM, and be electronically transferred to the Department for transmittal to the FBI. The increase will provide for computer system development, purchase of computer hardware, data communications, data compilation and encoding, salaries and training for additional law enforcement technicians and special agents. The system will aid tracking of incidents and violations on the Public Land in support of the Bureau's resource programs as well as the drug control effort.

Drug Enforcement Investigations (+11 FTE): An additional 11 FTE will be funded in 1991 to support the Drug Control effort. These FTE will support establishment of 5 Special Agents to serve as Drug Control Coordinators for the remaining BLM states (Alaska, Colorado, Idaho, Montana, Wyoming). The remaining FTE will be used to cover additional law enforcement and support personnel to increase the number of BLM drug eradication teams and to intensify patrol and interdiction efforts along the U.S./Mexican border. Approximately \$600,000 from the Base is being redirected from equipment purchases made with 1990 funds to support these additions to BLM's drug control investigative staff. The 1990 equipment purchases included one-time requirements for computer hardware and law enforcement radio networks to improve communication and access to national crime information databases, as well as specialized equipment, such as remote video cameras, sensor devices and night vision equipment.

Resource Protection and Law Enforcement Workload Accomplishments

The planned workload for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1989 Actual</u>	<u>1990 Adjusted Approp.</u>	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
<u>Investigation/Enforcement (No. of Investigations):</u>					
Wild horse and burro abuse	67	78	78	78	---
Timber theft	61	74	74	74	---
Range arson	27	35	35	35	---
Antiquities theft and destruction	60	66	66	70	+4
Solid and fluid mineral theft and fraud	102	102	102	102	---
Theft and destruction of government property	46	52	52	52	---
Recreation site violations	70	82	82	90	+8
Occupancy trespass	71	102	102	105	+3
Drug control	72	78	78	100	+22
Other 1/	83	86	83	86	+3
Total	659	755	752	792	+40

1/ Such as assault, fraud, and vegetative resources theft.

Law Enforcement Agreements (Number Signed):

State	1989 Actual	1990 Estimate	1991 Base and Estimate
Arizona	2	5	5
California	13	23	23
Colorado	6	6	6
Idaho	1	1	1
Montana	0	0	0
Nevada	0	2	2
New Mexico	0	0	0
Oregon	25	28	28
Utah	2	5	5
Washington	<u>0</u>	<u>3</u>	<u>3</u>
Total	49	73	73

Distribution of change by object class

The object class detail for the proposed increase of \$845,000 and 17 FTE is as follows:

	FTE	Amount
Personnel compensation	17	\$ 544,000
Personnel benefits		108,000
Travel		50,000
Rent, communications and utilities		50,000
Printing and reproduction		15,000
Supplies and Materials		38,000
Other services		240,000
Equipment		<u>-200,000</u>
Total		\$ 845,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Facilities Maintenance

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE)	19,146 (272)	18,879 (272)	19,152 (270)	26,827 (292)	+7,675 (+22)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 E.A. Cancellation	1990 Adjusted Approp.
\$	19,146	-267	18,879

The reduction pursuant to P.L. 99-177 will delay minor maintenance work such as repainting, caulking and other smaller structural repairs to buildings, cause certain recreation maintenance items such as grounds work and routine repair of picnic tables, restrooms and boat ramps to be foregone, and result in the loss of some engineering technical assistance for construction contract preparation and review.

Authorization

43 U.S.C. 1701,
1731-1732, 1762

The *Federal Land Policy and Management Act of 1976* provides authority for the maintenance of roads required for protection, development, and management of lands for utilization of forests and other resources; and directs that Public Lands be managed to protect scenic, historical, and archaeological values and to provide for outdoor recreation and for human occupancy and use.

Objectives

The objectives of the Facilities Maintenance program are to:

- o Provide maintenance to BLM-owned buildings, water and sewer systems, recreational sites, and transportation systems (roads, trails, and major bridges) on BLM-administered Public Land (outside of western Oregon) in order to:
 - provide for the safety and health of Public Land users and employees;
 - maintain the public investment in facilities intrusted to the Bureau's stewardship;

- protect resource values; and
 - maintain the usefulness of BLM facilities for the purposes for which they were constructed.
- o Conduct condition surveys of BLM facilities to inventory, determine condition and maintenance requirement priorities, and develop maintenance plans and schedules for the long term maintenance of the facilities;
 - o Provide retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures identified in technical surveys; and
 - o Provide engineering survey and design and other professional engineering/architectural services for the development and operation of BLM physical facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

Base program

The 1991 Base program level is \$19,152,000 and 270 FTE.

The facilities maintenance program provides maintenance (outside of western Oregon) to BLM buildings, recreation facilities, and transportation systems as well as providing basic engineering services for maintenance and construction actions regardless of funding source.

The acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated at between \$420 and \$460 million. Many older facilities were acquired at no cost from other Federal agencies as excess property, as a property transfer from another agency, or in the case of roads as abandoned property from local governments. The Base program expenditure for facilities maintenance is less than 3 percent of acquired facility value.

Maintenance Management System Development - During 1990 and 1991, the BLM will complete implementation of a condition survey and inventory of all BLM facilities to aid in future maintenance planning and management. This effort focuses on developing system data elements, maintenance standards, and inventory condition survey input forms along with initiation of data entry. This inventory is part of an overall BLM maintenance management system which can be used by managers to manage an overall maintenance program. The system will define the quantity of facilities, their condition, the desired maintenance condition level and a cost for maintaining each facility at the desired condition level. System output will be used to set work priorities, allocate funding, track capitalized values and expenditures, and identify replacement needs.

Buildings - The BLM is responsible for maintaining approximately 1,350 BLM-owned structures and buildings (including water and sewer systems, office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards) containing over 1,486,000 square feet of space, and having an estimated acquisition value of \$45 to \$50 million. These structures vary from complex administrative office buildings to small radio repeater stations and wellhouses. Some of these structures do not require annual or periodic maintenance (e.g., wellhouses, repeater buildings, etc). Other buildings such as office complexes require continuing maintenance.

About 130 office buildings and over 680 other BLM-owned buildings will be maintained at the Base level. BLM will also maintain 97 water and sewer systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Building maintenance includes the following functions:

- o Major maintenance work, such as repairing sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;
- o Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- o Minor maintenance work, such as repainting and replacing broken windows; and
- o Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

Recreation facilities - The BLM is responsible for maintaining approximately 423 developed and 1,835 semi-developed recreation sites with facilities, including 2,600 day use units and 5,900 camping units, 435 boating access points, and 8 visitor centers, having an estimated acquisition value of between \$20 to \$25 million. BLM tries to maintain recreation facilities to a standard that protects both the resource and the using public, the public investment, and fosters pride of public ownership.

The level of maintenance should try to meet all health, safety, and physically impaired access standards. Maintenance funds will be concentrated on the most intensively used recreation facilities where both visitor use and BLM's investment are the greatest. Funding for maintenance of recreational facilities is also being augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible.

Recreation maintenance includes the following functions:

- o Trash collection and maintenance/operation of restroom-sanitation facilities;
- o Installation and maintenance of water purification systems;
- o Repair of structures (picnic facilities, restrooms, boat ramps, etc.) such as repainting or staining, replacing broken boards or decking;
- o Grading and gravelling of roads; replacing culverts and cleaning of cattle guards;
- o Grounds work such as pruning trees and shrubs, fence maintenance and irrigation; and
- o Removal of hazards, such as dead trees, excess fire fuel, and the fencing old mine shafts.

Up to \$1,200,000 of the 1991 request for the Management of Lands and Resources appropriation is intended to be derived from receipts collected at developed recreation facilities or from special recreation permits under the special account established by the amendment to the LWCF act in 1987. Approximately half of these fees will be used for maintenance of recreation facilities which generate fees as described under this subactivity and the other half will be used to support management of recreation facilities and fee-generating recreation uses as described under the recreation resources management subactivity program.

Transportation - The BLM is responsible for maintenance of about 44,000 miles of roads, 5,000 miles of trails including 2,285 miles of interpretive, hiking and equestrian trails, and 250 major bridges on the Public Land outside of western Oregon. The acquisition value of this transportation network is estimated to be between \$355 and \$385 million. At the 1991 Base level, the BLM will provide scheduled maintenance on 9,300 miles of road, provide corrective maintenance on 1,500 miles of roads and trails, and maintain 55 bridges.



STORM DAMAGE

Typical storm damage resulting from all-too frequent flash floods in the southwest.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- o Grading to repair damage from erosion;
- o Stabilization of shoulders to protect surfacing;
- o Resealing or repaving;
- o Replacement of individual culverts; and
- o Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal example is timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM). For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion.

BLM roads represent significant public investments on the Public Land. Diligent maintenance reflects proper stewardship of these investments. Corrective maintenance involves the completion of maintenance that is not on a normal schedule and is the result of some abnormal situation which requires immediate corrective action such as damage to roads from heavy runoff, flood damage to roads and bridges, obstructions on roads, culvert damage, etc.

Engineering Services - Essential professional engineering expertise for all BLM programs is provided by State Office and District Office Engineering personnel who perform transportation system management services, contract supervision and administration of both facility construction and major land improvements requiring engineering expertise. Examples of engineering services include condition surveys/inventories of BLM facilities as a part of development of the Bureau's Maintenance Management System; survey and design of roads requiring easements and roads for timber access; technical assistance for building, dam and bridge safety inspections, rehabilitation and maintenance; review and administration of architectural and engineering source contracts for all programs; and technical assistance for the design and maintenance of range improvement, wildlife and watershed projects.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	19,152	26,827	+7,675
(FTE)	(270)	(292)	(+22)

The total increase of \$7,675,000 and 22 FTE will support the *Maintaining Infrastructure - Legacy 99* initiative as part of the Secretary's *Stewardship* agenda. The 1991 Budget for the Department of the Interior proposes a major *Maintaining Infrastructure - Legacy 99* initiative, which synchronizes with the President's *America the Beautiful* program. To celebrate the 150th anniversary of the Department of the Interior and leave a legacy to the Nation as it enters the 21st Century, Secretary Lujan is proposing to begin a stepped up program to repair and rehabilitate the Public Land and facilities of the Department, as part of his *Stewardship* agenda.

The *Maintaining Infrastructure - Legacy 99* initiative will begin a long-term effort to substantially reduce the backlog of rehabilitation projects, including the maintenance of BLM buildings, recreation facilities, and roads and bridges to improve the condition of these facilities on the Public Land by 1999.

This increase consists of four components to begin a stepped-up program to repair and rehabilitate the facilities of the BLM consistent with this Departmental initiative: (1) +\$3,700,000 to provide maintenance in support of the BLM *Recreation 2000* initiative, (2) +\$3,265,000 to address current maintenance needs, facility condition protection and reduction of preventative maintenance work build-up, (3) +\$310,000 for additional signs on the Public Land, and (4) +\$400,000 to enhance maintenance through the use of volunteers.

Recreation 2000 Implementation (+\$3,700,000; +12 FTE)

This increase continues implementation of *Recreation 2000: A Strategic Plan* which is a blueprint of BLM's recreation management policies and goals to accommodate the growing recreation demands on the BLM-administered lands and waters.

This increase is needed to reduce the backlog of BLM recreation facility maintenance projects in accordance with the *Recreation 2000* implementation plan priorities. The additional funds will enable BLM to perform maintenance activities at a level needed to meet health, safety, and physically impaired access standards, to protect the public's investment in existing facilities, and to minimize future maintenance needs. Funding will be focused on those facilities experiencing the sharpest growth in recreation use, particularly high priority Special Recreation Management Areas and fee-generating areas. Of the total increase, BLM plans to use the additional funds for the following purposes:

- o \$650,000 for high priority maintenance of important access routes to recreation sites and areas and recreation trails, including:
 - \$50,000 to correct safety problems and stabilize the roadbed along access roads to Pelican Lake, Lonesome Beaver and Baker Dam Reservoir campgrounds in Utah;
 - \$100,000 to regrade and gravel roads to 10 recreation sites, \$135,000 to correct safety problems along the loop road in the Steens Mountain Scenic Area and \$70,000 to improve boating access to the Owyhee River in Oregon;
 - \$10,000 for the White House, Wire Pass and Buckskin trailheads in the Paria Canyon Wilderness Area, \$35,000 for the Burr Point trailhead and \$15,000 for the Red Cliffs, Star Spring and Butler Wash trails in Utah;
 - \$75,000 for the Cress Creek, Oregon Trail, Nez Perce, Lewis and Clark and other high priority trails, in Idaho;
 - \$40,000 for maintenance along the Pacific Crest and Bizz Johnson trails in California;
 - \$35,000 for Chukar Trail and Duncan Trailhead in Gunnison Gorge and Hack Lake trail in Colorado; and
 - \$25,000 for the Iditarod National Historical Trail, \$40,000 for the White Mountain NRA Trail, and \$20,000 for road maintenance in the Steese Mountain NCA in Alaska.



VISITOR SAFETY

Regular maintenance of recreation facilities insures that visitors to BLM recreation sites can enjoy a safe experience.

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- o \$3,050,000 for increased operation and maintenance of recreation facilities on Public Land, including the following:
 - \$80,000 for work in the King Range National Conservation Area, Carrizo Plain and East Mojave National Scenic Area, and \$50,000 for maintenance at special recreation areas within the California Desert Conservation Area, California;
 - \$150,000 for heavily used campground and picnic sites in high priority Special Recreation Management Areas (SRMA) throughout the State including Kellys Island, Conant Valley and Byington Landing in South Fork Snake River SRMA, Hammer Creek and Pine Bar in the Lower Salmon River SRMA, North Fork in the Owyhee SRMA, Huckleberry, Tingley Springs, Sheep Springs in the Emerald Empire SRMA, Poison Creek in the Bruneau SRMA, and Pipeline in the Deep Creek SRMA in Idaho;
 - \$75,000 for corrective maintenance on cabin sites, boat ramps, picnic and camp sites at Canyon Ferry Recreation Area, and \$30,000 for work at Holter Lake and the Fort Benton Contact Station, Montana;
 - \$75,000 for heavily used campground and picnic sites throughout the State including Little Sahara, Deer Creek and Baker Dam campgrounds, Birch Creek and Simpson Springs Picnic Areas, Sand Island boat launch, Jarvie Historic Site and Cleveland Lloyd Dinosaur Quarry in Utah;

- \$50,000 for the repair of vault toilets and water systems and remodeling of vault toilets for handicapped access at recreation sites in Oregon;
- \$40,000 for building and facility maintenance at Special Recreation Management Areas including Steese Mountain and Fort Egbert (Eagle Campground), Alaska;
- \$105,000 to maintain other recreation facilities located in high use Special Recreation Management Areas;
- \$230,000 for corrective maintenance at the Comb Wash campground, 4 campgrounds along the popular Colorado River and 2 campgrounds in the Henry Mountains; \$70,000 to provide restrooms that are accessible to the physically disadvantaged at the Price River, Big Bend and Wind Whistle Campgrounds, Utah;
- \$160,000 to revamp 33 deteriorating campsites, provide reliable portable water, modify waste disposal systems and develop handicapped access at Steck Recreation Site; \$70,000 for repair of 26 damaged picnic tables and drinking water system at Cove Recreation Site, Idaho;
- \$160,000 for maintenance of 31 family campsites, 3 restrooms and a water system at Mid Hills Campground and \$40,000 for 8 entrance signs and 3 information kiosks in the East Mojave National Scenic Area; \$140,000 for work along the Merced Wild and Scenic River including restroom modification, well and storage tank repair, rehab of 14 campsites and beach protection at the McCabe Flat and Railroad Flat access sites, and painting and resurfacing of the Briceburg Bridge, California;
- \$60,000 for repairs to the drinking water system and parking lot at the Empire Landing Site along the Colorado River; \$50,000 to maintain the drinking water system, repair group camping areas and correct RV waste disposal problems at Virgin River Campground, Arizona;
- \$190,000 to replace 5 restrooms, install 35 information signs, grade 40 miles of access road, provide streambank protection and provide handicapped accessibility to alleviate problems of resource deterioration, sanitation and public safety in the San Juan Special Recreation Management Area near the popular tourist towns of Lake City, Ouray and Silverton; \$70,000 for replacement of 2 restrooms, access road and parking area maintenance and installation of 20 signs along the Gunnison River, Colorado;
- \$110,000 for corrective maintenance at the Three Patches, Warren Bridge and Fourteen Mile Campgrounds including replacing 3 restrooms, trail maintenance, repairs to 20 camp sites, resurfacing parking areas and accommodating handicapped use; \$80,000 for repairs to the Atlantic City and Big Atlantic Gulch Campgrounds, including replacing 2 restrooms, resurfacing parking areas, repairing 30 campsites and providing handicapped access, in Wyoming;
- \$50,000 to eliminate barriers to the handicapped at Bureau facilities statewide; \$40,000 to repair water systems located at the Fort Meade Recreation Site and 4 well systems in the upper Missouri Wild and Scenic River Recreation Complex; \$40,000 to replace unsound vault toilets along the Madison River and Upper Missouri Wild and Scenic River Corridor; \$90,000 for maintenance along the 149 mile

Upper Missouri River Wild and Scenic River corridor including hazardous tree removal at 14 sites, repair of 3 boat ramps, replacement of informational signs along the length of the corridor and grading of access roads to 5 recreation sites, in Montana;

- \$125,000 for restroom, group shelter and trail repair at the Wild Rivers Recreation Site; \$100,000 for boat ramp repair and watershed stabilization at Santa Cruz Lake; \$70,000 for repair of day use and parking facilities and visitor center maintenance at La Cueva Day Use/Visitor Center; \$100,000 for maintenance of the water system and restroom at the Valley of Fire Recreation Management Area, New Mexico;
- \$200,000 to stabilize and protect the Fort Egbert National Historic Landmark and provide signing to interpret the significance of the Fort and surrounding Eagle area, in Alaska; and
- \$150,000 to provide for increased survey and design, preparation and administration of maintenance contracts, and other engineering work needed to support the maintenance portion of the *Recreation 2000* initiative.

Maintenance & Facility Improvement (+\$3,265,000; +8 FTE)

This increase provides additional corrective and scheduled maintenance, as well as increased frequency of maintenance to various BLM buildings and transportation systems, and addresses maintenance needs of newly acquired facilities.

The highest priority projects are those that present a safety and/or health hazard to the public or BLM employees. This would include situations such as unsanitary conditions on the Public Land, and roads, bridges and buildings that are unsafe or which present some type of hazard such as structural weakness or asbestos. The type of projects which rank next in priority order include systems that have failed, such as heating and/or ventilation system breakdowns, culverts which silt in or wash out, or roofs that leak. Third priority projects are those which would provide the physically disadvantaged a reasonable opportunity (access) to utilize the public resources. Also, important, but lower priority projects include those that protect the capital investment, prevent resource damage and conserve energy.

Of the total increase, BLM plans to use the additional funds for the following purposes:

- o \$2,055,000 for high priority maintenance of roads and bridges. This includes an estimated:
 - \$140,000 for bridge maintenance in Wyoming, Nevada, Idaho and New Mexico to provide for safe access to the Public Land;
 - \$50,000 to stabilize 10 miles of the Frise - Peet Roadbed and repair dangerous slough zones in areas of high cuts and fills; \$125,000 for resurfacing the 6.5 mile access road into the Pryor Mountain Horse Range and Recreation Area, Montana;
 - \$100,000 for straightening, widening and filling of dangerous embankments along the Quail Hill Road in northern Arizona;
 - \$120,000 for grading and gravel surfacing 3 miles of the Nowater-Nowood Road and repair of a hazardous low water crossing on Nowater Creek, Wyoming;

- \$280,000 for chip seal maintenance along 15 miles of the Red Rock Loop Road, repairs to the 25 unit Willow Spring Campground and maintenance of 15 miles of hiking trail in the Red Rock Canyon Special Recreation Management Area near Las Vegas; \$135,000 for corrective road maintenance including grading and replacement of drainage structures and road culverts that are causing sedimentation and erosion along critical riparian and fisheries habitat in the Wells Extensive Recreation Management Area, Nevada;
- \$110,000 for dust control measures along access roads to the LaPosa and South Mesa Long Term Visitor Areas in Arizona;
- \$110,000 for roadbed stabilization and erosion control along 7 key access roads in Montana and \$160,000 for similar work on 5 key access roads in Wyoming;
- \$30,000 for access road maintenance and repair of the Cienega Creek road crossing at Empire-Cienega RCA, Arizona;
- \$120,000 for base material repair and paving of the Boise District Office parking lot in Idaho;
- \$50,000 for grading and surfacing of the Hualapai Mountain Scenic Drive and the Safford to Clifton Road; \$50,000 for grading, cattleguard and gate repair and road signing in the Barry M. Goldwater Range, Arizona;
- \$75,000 for culvert replacement, grading, resurfacing and repair of low water crossings on key access routes to Public Land and recreation areas including Haeckel, Tanque and Black Rock roads in Arizona; and
- \$400,000 to maintain an additional 1,300 miles of high use roads on Public Land.
- o \$1,010,000 for increased building maintenance work including an estimated:
 - \$120,000 for miscellaneous maintenance work on BLM buildings in various locations;
 - \$100,000 for roof and electrical system repairs at the Little Sahara Recreation Area Visitor Center, Utah;
 - \$110,000 for heating and air conditioning system, roof, siding and parking lot repairs at the Cottonwood Resource Area Office, and \$110,000 for corrective maintenance of the heating and air conditioning systems in the Salmon District Office, Idaho;
 - \$50,000 for roof repair at the Wild Rivers Recreation Area and maintenance at the Farmington and McGregor Range administrative buildings in New Mexico;
 - \$30,000 for electrical, roof and structural repairs to prevent further deterioration of historic buildings in the San Pedro Riparian National Conservation Area, Arizona;
 - \$50,000 for repair of the Kotzebue and Coldfoot Visitor Centers, and the Fort Egbert Historic Site, Alaska;

- \$125,000 for maintenance at the Western Slope Fire Coordination Center, Grand Junction, including repair of parking areas, grounds drainage, improved signing, foundation and interior maintenance and provision for handicapped accessibility, Colorado;
 - \$60,000 for window and insulation repair at the Phillips Resource Area Office and repair of the Lewistown District Office parking lot and computer room, Montana;
 - \$140,000 to provide handicap access at the Campbell Tract Administrative Site, in Alaska;
 - \$50,000 for general maintenance of the Anasazi Heritage Center building in Colorado;
 - \$20,000 for corrective maintenance and stabilization of the Empire Ranch house, Arizona; and
 - \$45,000 for corrective maintenance of heating and air conditioning units in A and B barracks at Boise Interagency Fire Center, Idaho.
- o An additional \$200,000 to provide for the increased survey and design work, preparation and administration of maintenance contracts, and other engineering expertise needed in support of *Maintenance Infrastructure - Legacy 99* maintenance and construction projects.

Public Land Sign Program (+\$310,000; +1 FTE)

This increase implements an improved program for signing significant areas of the Public Land, especially those which receive heavy and frequent use, or those of Nationally significant importance. Such a program is needed to better identify the Public Land and BLM's multiple-use resource management mission for the general public and the Public Land user in order to increase the public's awareness and appreciation of the Public Land and its many important values. It will also enable the BLM to inform visitors about the opportunities and restrictions on access and use of the Public Land in a more adequate and effective manner. Priorities for improved signs would include signing entrances to areas of national prominence such as National Conservation Areas, entrances to developed recreation areas, areas with sensitive resource values, and a continuation of signing portals to major areas of the Public Land along major highways.

The additional funds would involve the placement of 1,900 new signs, and replacement of 1,500 signs at approximately 1,300 sites and locations.

Volunteers (+\$400,000; +1 FTE)

This increase is associated with the initiative to enhance utilization of volunteer assistance as part of the Secretary's "STEWARDSHIP" agenda. Emphasis will be placed on forming new partnerships with private citizens and varied service and conservation organizations, increasing the number of volunteers and volunteer projects, and facilitating and promoting the use of volunteers within BLM. Funds will be used to recruit, orient, and support volunteers and for volunteer project materials.

Projects could include minor repairs and painting of picnic tables, ramadas, restrooms, campsites and other facilities; trash collection and grounds cleanup; road and trail maintenance; replacement of interpretive, informational and directional signs.

Facilities Maintenance Workload Accomplishments

The planned workload Accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Resources</u>	1989 <u>Actual</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Road Maintenance (No. of miles)	7,325	9,300	9,300	13,000	+3,700
Corrective Road Maintenance (No. of Miles)	1,050	1,500	1,500	1,850	+350
Bridge Maintenance (No. completed)	52	55	55	75	+20

Distribution of Change by object class

The object class detail for the proposed increase of \$7,675,000 and 22 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	22	\$ 704,000
Personnel benefits		143,000
Travel transportation of persons		80,000
Transportation of things		530,000
Rent, communications, and utilities		250,000
Other services		3,700,000
Supplies and materials		1,768,000
Equipment		<u>500,000</u>
 Total		 \$ 7,675,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Hazardous Materials Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	12,332	12,160	12,311	17,945	+5,634
(FTE)	(67)	(67)	(66)	(100)	(+34)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	12,332	-172	12,160

This reduction pursuant to PL 99-177 will result in a deferral of certain technical support actions which are not associated with units of accomplishment in the workload table below. As a result of delays by EPA in identifying NPL sites, the BLM will defer technical support activities at NPL sites for Remedial Investigations/Feasibility Studies (RIFSs).

Authorization

42 U.S.C. 6901
P.L. 94-579

The *Resource Conservation and Recovery Act of 1976* authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity so that Federal agencies are subject to all State and local requirements developed under EPA's guidelines.

42 U.S.C. 9601
P.L. 96-510
P.L. 99-499

The *Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986*, provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.

43 U.S.C. 1701
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

33 U.S.C. 1251
P.L. 95-217

The *Clean Water Act of 1977*, as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of nonpoint source pollution.

42 U.S.C. 201
P.L. 95-190

The *Safe Drinking Water Act Amendments of 1977* require compliance with all Federal, State, and local statutes for safe drinking water.

42 U.S.C. 7401-7642
P.L. 95-95

The *Clean Air Act of 1977*, as amended, requires that BLM protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

E.O. 12088
43 F.R. 4770

Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978, assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.

E.O. 12580
52 F.R. 2923

Executive Order 12580, Superfund Implementation, January 23, 1987, requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on Public Lands.

Objectives

The objectives of the hazardous materials management program are to assure:

- o Protection of the health and safety of Public Land users, visitors, neighbors, employees, and other public/constituencies from hazardous materials on the Public Land.
- o Compliance with applicable Federal and State hazardous materials and other laws and regulations.
- o Minimization of future hazardous materials-related liabilities and costs.
- o Protection of natural resources and the environment from hazardous materials on the Public Land.
- o Coordination among Bureau programs that have roles or activities related to hazardous materials management on the Public Land.

Base program

The 1991 Base level for Hazardous Materials Management is \$12,311,000 and 66 FTE.

Hazardous materials management integrates and coordinates a variety of activities to ensure the protection of public health, safety, and the environment from the effects of hazardous materials on Public Lands.

The hazardous materials management program is a 3-tiered approach consisting of: (1) inventory and site identification; (2) assessment of identified sites; and (3) development of studies and implementation of plans for site cleanup and restoration.

Inventory, Assessment and Studies

At the Base level, BLM can perform land status assessments on an estimated 178 sites. This is an increase of 11 land status assessments from the 1990 adjusted appropriation level. Increased public awareness and increased education and awareness of Bureau personnel are both contributing to the reporting and identification of sites requiring inventory. This inventory will include preparation of land status assessments (LSAs) to trace the history of ownership and to identify potentially responsible parties for hazardous materials sites on the Public Land. In addition to the 178 land status assessments, the BLM will complete 44 audits of R&PP landfills, for a total of 222 inventories at the 1991 base level.

Additionally, 69 sites (included as assessments in the workload table) will be investigated to: (1) determine through preliminary assessments (PAs) whether contamination is actually occurring on sites suspected of having contamination (estimated to be about 57 sites) and (2) examine more thoroughly by means of site investigations (SIs) sites known to be contaminated (estimated to be approximately 12 sites). It is projected that the costs of these two types of assessments will increase as a result of anticipated EPA changes in 1990 to the National Contingency Plan and the Hazard Ranking System. Estimates indicate that the cost for PAs will double and that the cost for SIs will triple compared to the 1989 level. The BLM anticipates funding of these increased costs within the base; however, other ongoing activities, including audits of operating R&PP landfills and assessments of closed R&PP landfills which were initiated in 1989 and 1990 respectively, cannot be fully funded within the Base.

In 1990, based on a Secretary Model's commitment to the House Committee on Government Operations, the Bureau began assessing closed R&PP landfills on the Public Land to determine if contamination exists. Initial estimates for these assessments were based on the use of existing methodology for sampling of hazardous materials. Careful review of existing methodologies has shown that they are not adequate for assessing this type of (closed) landfill. Sampling methods must be utilized which are cost effective and which will result in an acceptable level of certainty that there are no hazardous materials present which could be a threat to public health or safety now or in the future. In lieu of costly methodologies of reopening an entire closed landfill or sampling on a closely spaced grid to evaluate the possible occurrence of hazardous substances, contaminants, and pollutants in each and every cell of the landfill, the BLM is now working with the Bureau of Mines to develop a methodology for the work. Seven of the 69 sites where assessments will be performed in 1991 are closed R&PP landfills.

Also, as a result of SIs completed in 1990, the Bureau expects to begin 3 new expanded site investigations (ESIs) and will complete three of those ESIs initiated in 1990. These three ESIs, together with the 69 sites (including the 7 assessments of inactive landfills) discussed above, comprise the 72 assessments which the BLM plans to accomplish at the Base level in 1991.

In addition, the BLM will complete the remedial investigation/feasibility study/environmental impact statement for the Lee Acres Site in New Mexico. Decisions on remedial action and allocation of responsibility will be made in 1991. While the landfill has been closed to the public for several years, physical closure, including final contouring and land reclamation and revegetation is anticipated to be necessary in 1991.

For 5 sites where cleanup has taken place, the BLM will initiate a long-term monitoring program to ensure the continued effectiveness of the remedies.

Emergency Response/Removal and RCRA Actions

The number of emergency responses/removals is expected to increase to 55 actions in 1991. These emergency response/removal situations usually involve isolated occurrences such as illegal dumping of chemical wastes or abandoned cyanide and pesticide containers. The increase is due to the anticipated discovery of more hazardous materials incidents on the Public Land. BLM is discovering more illegal dumping due to the BLM's more visible presence on the Public Land together with increased hazardous materials awareness by BLM employees and the public.

Tracking of various waste disposal and emergency situations will result in approximately 46 separate reports being filed by the BLM in compliance with the Resource Conservation and Recovery Act (RCRA).

TESTING FOR PCBs

BLM contractors test for PCBs
at a mine site in Alaska.



Program Evaluation and Management

An interagency agreement between the Bureau and the National Academy of Engineers requires the Academy to complete its evaluation of the BLM's hazardous materials program and issue its report by March 30, 1990. It is anticipated that the recommendations in the report will be evaluated in the latter part of 1990 and implementation initiated beginning in 1991.

In addition, the BLM will continue to develop and implement policies and procedures needed to reduce future hazardous activities on the Public Lands, to reduce costs and liabilities, to provide programmatic and safety training to BLM employees, and to ensure compliance with statutory and regulatory requirements. As part of this compliance effort, the Bureau will conduct an alternative internal control review (AICR) to ensure that its hazardous materials site contracts are being managed effectively.

The BLM will also continue its use of a support contractor to provide technical assistance to the BLM as it carries out its complex legal and technical responsibilities. In addition, the BLM will continue to expand its employee training for those involved in implementing the hazardous materials management program.

Atlas Asbestos Mine Site

The Atlas Asbestos Mine, 25 miles from Coalinga, California, is an EPA-designated National Priority List (NPL) Site, i.e., a Superfund site. The site covers 400 to 500 acres, much of which is Public Land managed by the BLM. The EPA believes that the site may be a potential source of air and water contaminants and that the site may be a potential threat to the public entering the site. Because of these factors, the EPA is currently completing an RI/FS which includes alternatives for site cleanup. Also, the BLM is continuing action to control access to that portion of the site that is on the Public Land.

EPA has completed a preliminary draft of the RI/FS. EPA has indicated that the Record of Decision describing the remedy is expected to be completed in 1990. However, at this time the remedy is uncertain. The BLM is aware, however, that, once the EPA selects a remedy, BLM will have 90 days to allocate liability along with the other responsible parties and that it will be required to participate in remediation to the extent of the allocation. As a result the BLM may be required to take some action as early as 1991.

Neither the remedial actions required nor the total costs associated with the project are known at this time. Although there will be no formal allocation of liability with those that placed the wastes on Public Land until the required remedial actions are known, we have identified \$300,000 in the Base funding level for such a contingency.

Increase to the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	12,311	17,945	+5,634
(FTE)	(66)	(100)	(+34)

The 1991 Budget for the Department of the Interior proposes a major *Maintaining Infrastructure - Legacy 99* initiative which synchronizes with the President's *America the Beautiful* program. To celebrate the 150th anniversary of the Department of the Interior, and to leave a legacy to the Nation as it enters the 21st Century, Secretary Manuel Lujan is proposing to begin a stepped up program to repair and rehabilitate the Public Land and facilities of the Department, as part of his *Stewardship* agenda. The *Maintaining Infrastructure - Legacy 99* Initiative will begin an effort to substantially reduce the backlog of rehabilitation projects, including the cleanup of hazardous waste materials in order to improve the condition of facilities and Public Land by 1999.

The 1991 Estimate includes an increase of \$5,634,000 and 34 FTE over Base for the following:

Initiating Additional RI/FSs (+\$3,382,000; +6 FTE)

This increase is requested to initiate two RI/FSs on sites found to be contaminated. Investigations to be completed in 1990 on suspected contaminated sites are expected to result in the need for two RI/FSs, in addition to the RI/FS for Lee Acres, which is covered by base funding. RI/FSs of contaminated sites are required by CERCLA, as amended, to determine the nature and extent of the threat to public health and safety and to evaluate alternatives for the selection of a permanent remedy (i.e., long-term cleanup). While the exact two sites are not specifically known at this time, it is likely that the sites requiring the RI/FSs will be landfills previously operated by local jurisdictions under leases from the BLM but now closed to operation. These sites have been studied and a determination that hazardous materials are present and that further action leading to site cleanup is required. Because of the costly nature of RI/FS/EISs, the BLM will initiate the studies using 1991 funding and will fund subsequent years work from appropriations current at the time just as was done for the Lee Acres Site.

Completion of R&PP Landfill Audits (+\$482,000; +7 FTE)

At the end of 1989, the BLM issued a contract to conduct one-time compliance audits of operating Recreation and Public Purposes Act (R&PP) landfills that are located on Public Land but are operated by local jurisdictions. These audits are the result of the Secretary Hodel's commitment to the House Government Operations Committee to conduct such audits. The purpose of these audits is to collect the data necessary for the BLM to determine the degree to which each landfill complies with Federal and State regulations promulgated under Subtitle D of the Resource Conservation and Recovery Act (RCRA). Since undertaking the responsibility for completion of these audits, BLM has encountered greater costs than originally estimated, and has found the required work to be of a greater complexity than anticipated. In addition, it is now necessary, under the landfill audit contract, to evaluate the ability of operating landfills to comply with pending changes in the regulations pursuant to Subtitle D of RCRA. This information was not available at the time the initial cost projections were made.

These factors contribute to the need for an increase in funding in order to complete the remaining 54 audits in the auditing program. The audit reports will identify those landfills that fail to comply with existing requirements and those that may have difficulty complying with pending EPA regulations. After the contractor has completed the initial audits, the BLM will, on a regular basis, assume the auditing role for the operating landfills.

**Assessment of Inactive R&PP Landfills for Potential Contamination
(+\$1,316,000; +9 FTE)**

Original cost estimates for completion of inactive (closed) R&PP Landfill Assessments have proven too low to ensure sufficient sampling of a site to protect public health and safety in the short and long term. Refer to the detailed discussion contained in the description of the Base funding level. A methodology to provide cost effective evaluation is being developed jointly by the BLM and the Bureau of Mines in 1990 and sampling of the landfills will be initiated in 1990. Additional funding is requested so the BLM can complete assessment of an additional 44 inactive R&PP landfills in 1991.

Program Administration Costs (+\$454,000; 12 FTE)

The BLM anticipates that the National Academy of Engineers (NAE) will recommend an increase in personnel staffing in order for the Bureau to more fully carry out its complex and increasing management responsibilities under this program. Final recommendations from the NAE will not be forthcoming until March 30, 1990 when their report will be submitted to the Bureau. To meet evolving requirements and changes in this program area Governmentwide, the BLM needs to develop additional policies, procedures, and guidelines for management of waste on the Public Land. In addition, the BLM anticipates voluntary compliance with the provisions of the "Emergency Planning and Community Right To Know Act" (42 U.S.C. 1101) affecting more than 250 BLM facilities, and with revised provisions of RCRA for continued efforts at waste minimization and cooperation with State and local emergency planning committees.

Hazardous Materials Program Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1989 Actual</u>	<u>1990 Adjusted Approp.</u>	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Inventory 1/ (# sites)	150	211	222	276	+54
Assessment 2/ (# sites)	124	111	72	116	+44
Removal Actions (# sites)	30	30	55	55	---
RI/FSS (# sites)	1	1	1	3	+2
Remedial Actions (# actions)	---	1	---	---	---
Monitoring (# sites)	---	---	5	5	---
RCRA Compliance (# reports /manifests)	17	19	46	46	---

1/ Includes land status assessments; the 1991 Base level includes 44 landfill audits; the remainder required to complete the auditing program are included in the Estimate level.

2/ Includes landfill assessments beginning in 1990.

Distribution of Change by Object Class

The object class detail for the increase of \$5,634,000 and 34 FTE is as follows:

	FTE	Amount
Personnel Compensation	34	\$1,088,000
Personnel Benefits		221,000
Travel and Transportation of Persons		60,000
Other services		4,125,000
Supplies and Materials		90,000
Equipment		<u>50,000</u>
Total		\$5,634,000

Activity Summary

Activity: Emergency Operations

(dollars in thousands)

	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
<u>Subactivity</u>						
Presuppression	2,876	---	---	---	---	---
Firefighting and Rehabilitation	100,180 1/	---	2/	---	---	---
Emergency Damage Repair	---	---	---	---	---	---
Grasshopper and Mormon Cricket Control	---3/	---3/	---	---	---3/	---
Total	102,056	---	---	---	---	---

- 1/ All appropriations provided in 1989 were transferred to other accounts early in the fiscal year to repay funds borrowed to cover 1988 fire season costs and emergency repair of cahuilla ranger stations.
- 2/ Starting in 1990 all firefighting funding has been consolidated in a new BLM "Firefighting" account which is justified separately.
- 3/ Any activity is covered by use of the unobligated balances from a \$5 million no-year appropriation made in 1987.

Justification of Program and Performance

Activity: **Emergency Operations**
 Subactivity: **Emergency Damage Repair**

(Dollars in thousands)

	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---
FTE	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	---	---	---

There is no reduction pursuant to PL 99-177.

Authorizations

P.L. 101-121
 Section 101,102

The *General Provisions of the 1990 Appropriations Act* of the Department of the Interior and Related Agencies provides for the expenditure or transfer of funds for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm or other unavoidable cause.

Objectives

- o Provide immediate response in the form of personnel, equipment or supplies for emergency repair or replacement of Government property destroyed or damaged by catastrophic acts of nature such as floods, storms, fires and other unavoidable cause.

1991 Program

In response to an emergency damage situation to BLM owned or managed property, BLM personnel assess the extent of the damage or loss, document the nature of immediate repair work or replacement needed, and determine what additional actions may be necessary to prevent further damage, loss or destruction and to protect resource values and minimize disruption of public service. Emergency damage repair work may be authorized by the Secretary to be completed with emergency funds by BLM personnel or by contractors under the supervision of qualified Bureau employees.

Because emergency situations are not predictable from year to year, funds to perform emergency damage repair work are transferred from other no-year accounts such as the BLM "Construction and Access" Appropriation under the authority of Section 101 or 102 of the annual Department of Interior and Related Agencies Appropriation Act, and must be replenished by supplemental appropriation. Recent examples of emergency repair include reconstruction of the storm damaged Loon Lake Campground near Coos Bay, Oregon in 1989 and rebuilding the arson levelled Cahuilla Ranger Station in the California Desert Conservation Area in 1988.

Funds are also transferred to this subactivity from the Alaska Oil Spill Liability Fund to cover applicable BLM costs incurred in assisting in the clean up of the oil spill in Prince William Sound.

Justification of Program and Performance

Activity: Emergency Operations
 Subactivity: Grasshopper and Mormon Cricket Control

(Dollars in thousands)

	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	---	---	---

There is no reduction pursuant to PL 99-177.

Authorizations

7 U.S.C. 148f
 P.L. 99-198

The *Food Security Act of 1985 (Section 1773)* provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon Cricket and Grasshopper Control on lands under the jurisdiction of the Department of the Interior.

Objectives

- o Conduct inspections of suspected or known outbreaks of Mormon cricket or grasshoppers on the Public Land in cooperation with the Animal Plant Health Inspection Service (APHIS); and
- o Maintain a cooperative program with APHIS for Mormon Cricket and Grasshopper Control on Public Lands.

1991 program

The BLM cooperates with APHIS to assist with inspections of the Public Land where potential outbreaks of pests may occur as well as developing and implementing control plans.

When outbreaks occur, APHIS conducts control operations and is subject to reimbursement for expenses on Public Lands when such expenses exceed funding available to APHIS for such control work.

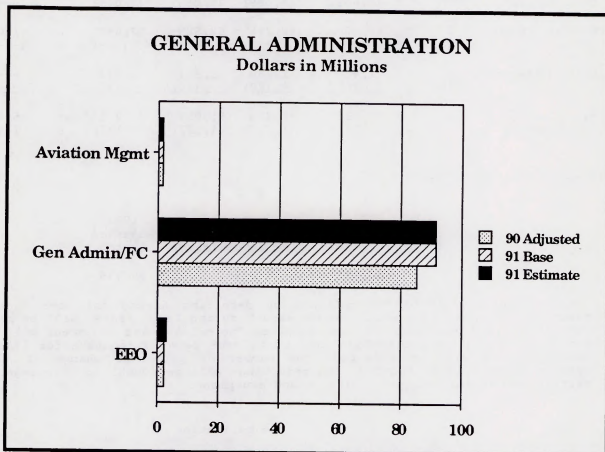
In 1987, a no-year appropriation of \$5,000,000 was provided to the BLM specifically for Mormon Cricket and Grasshopper Control. Sufficient unobligated balances remain available for transfers to APHIS or for use by the BLM to assist APHIS. This reduces the likelihood of needing additional funding in this program or having to borrow from other no-year appropriations in 1990 or 1991 if control work is required. If severe outbreaks would occur, the provisions of the Food Security Act would be implemented, and supplemental funding would be requested to replenish funds borrowed from other accounts.

Activity Summary

Activity: General Administration

(dollars in thousands)

Subactivity	1989 Actual E.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
	87,649	90,033	88,776	95,053	95,751	+698



Justification of Program and Performance

Activity: General Administration
Subactivity: General Administration

(dollars in thousands)

Program Elements		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Equal Employment Opportunity	\$ (FTE)	2,206 (48)	2,175 (48)	2,216 (48)	2,814 (52)	+598 (+4)
General Administra- tive Support	\$ (FTE)	37,527 (1,069)	37,003 (1,069)	39,054 (1,065)	39,054 (1,065)	--- (---)
Bureauwide Fixed Costs	\$ (FTE)	48,900 (---)	48,218 (---)	52,389 (---)	52,489 (---)	+100 (---)
Aviation Management	\$ (FTE)	1,400 (20)	1,380 (20)	1,394 (20)	1,394 (20)	--- (---)
Total Requirements		90,033 (1,137)	88,776 (1,137)	95,053 (1,133)	95,751 (1,137)	+698 (+4)

Impact of Public Law 99-177

1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
90,033	-1,257	88,776

This reduction will be accomplished by deferring hiring for some vacant positions and positions which become vacant during 1990; travel will be more restricted; and purchases of some supplies, materials, and equipment will be deferred. Also, in Bureauwide Fixed Costs some pending requests for leased space changes will be deferred; the number of permanent change of duty station moves will be reduced, and reductions will be sought in the usage of certain commercial telephone service and equipment.

Authorization

42 U.S.C. 2000

The *Civil Rights Act of 1964*, as amended, requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

43 U.S.C. 1731
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by section 403 of Reorganization Plan No. 3 of 1946.

5 U.S.C. 1701

The *Civil Service Reform Act of 1978* requires each Executive agency to conduct a continuing program to eliminate the underrepresentation of minorities and women in professional, administrative, technical, clerical, other and blue collar employment categories within the Federal service.

E.O. 11478
34 F.R.12985

Executive Order 11478 of August 8, 1969 requires establishment and maintenance of affirmative program of equal employment opportunity for all employees and applicants for employment.

Objective

The objective of the general administration activity is to provide general administrative support to all BLM programs and organizational levels in order to function effectively, and to provide that support at the lowest possible cost.

These services include an equal employment opportunity program, executive and managerial direction, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, aviation management, and funding for a variety of Bureauwide fixed costs.

Funding Sources

Funding for BLM's general administration expenses is provided from two sources: (1) the direct appropriation as described in this activity, and (2) credits from indefinite appropriation accounts and reimbursements. In 1991, the total estimated funding from all sources is as follows:

(dollars in thousands)

Source	1989 Actual	1990 Adjusted	1991 Estimate
General Administration, MLR	\$87,649	\$88,776	\$95,751
MLR-Reimbursements	783	840	850
Range Improvements appropriation	600	593	600
Payments in Lieu of Taxes appropriation	150	150	150
Service Charges, Deposits, & Forfeitures appropriation	847	626	626
Road Maintenance-Permanent appropriation	326	250	225
Trust Funds	<u>616</u>	<u>70</u>	<u>70</u>
Total Available	\$90,971	\$91,305	\$98,272

EQUAL EMPLOYMENT OPPORTUNITY

1991 Base

The 1991 Base level is \$2,216,000 and 48 FTE.

The Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, the Civil Rights Restoration Act of 1987, Departmental directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices. The program provides for the processing of allegations of discrimination, the development of the Affirmative Employment Program (AEP), coordination of the Federal Equal Opportunity Recruitment Program (FEORP), and administration of other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Black Employment Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing the Cooperative Education Program and other linkages with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO-related training based on need-specific requirements.

The program provides initiative in the planning and implementation of procedures to extend nationwide oversight of Federally-assisted programs, specifically as they involve handicap discrimination under Section 504, age discrimination, and conveyances of land under Title VI.

The Headquarters Equal Employment Opportunity (EEO) Office is responsible for the development, implementation, and evaluation of the BLM's EEO program. Field level EEO Officers in the State Offices and other units perform corresponding functions within their areas of responsibility.

In Title VII work, the program emphasizes professional conflict management capabilities to promote cost-effectiveness in the management and adjudication of civil rights issues by reducing the extreme expenses often associated with litigation of these matters.

Historically Black Colleges and University Program

Pursuant to Executive Order 12677, BLM administers an Historically Black Colleges and Universities (HBCU) Initiative as a key component of civil rights compliance responsibilities of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Departmental Office of Historically Black Colleges and Universities Program, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be emphasized in 1991. Current Bureau program activities include the employment of cooperative education students from various HBCUs, the assignment of Bureau professionals to HBCUs under the Intergovernmental Personnel Act (IPA), recruitment and outreach efforts directed to various HBCUs and the development and subsequent instruction by Bureau professionals in two 3-semester hour courses, as part of the new Natural Resources curriculum at Wayne County Community College, Detroit, Michigan.

Increase from 1991 Base

(dollars in thousands)

	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Difference</u>
\$	2,216	2,814	+598
(FTE)	(48)	(52)	(+4)

The 1991 Estimate is an increase of \$598,000 and 4 FTE. The total increase includes two components, as follows:

Resource Apprenticeship Program for Students

An increase of \$500,000 and 3 FTE is for BLM's Resource Apprenticeship Program for Students (RAPS) to support the Secretary's Excellence in Education effort. The purpose of the 1991 increase is to supplement the ongoing RAPS effort in Alaska and to expand the program to additional BLM States. The RAPS program in Alaska has been a highly successful initiative that provides selected Alaska Native high school students with an opportunity to learn, through first-hand experience, about the management of natural and cultural resources on Alaska Public Land. RAPS exposes Native students and disadvantaged youth to professional job opportunities in the natural resource fields, as well as on the ground training in various aspects of natural resources management. The program provides an opportunity for disadvantaged youth to develop the educational skills to manage their own resources, could eventually result in employment with Federal and State agencies, and meets the educational objectives of a growing society. At the same time, RAPS provides an alternative for disadvantaged youth to break the cycle of poverty, poor post-high school educational opportunities, and other associated social obstacles facing rural populations.

The 1991 initiative will expand RAPS to other BLM States. The BLM has found that the highly successful Alaska program also could be applied to other states to provide disadvantaged youth the opportunity to overcome barriers and become productive members of society, with emphasis on natural resources management careers. The additional funding would be used to develop cooperative agreements with other agencies (e.g. BIA and FWS). In addition, funding is necessary to off-set the increased costs associated with the transportation, training, etc. of the students while participating in the Resource Apprenticeship program. Because the program works closely with high school age youth, close supervision and management is essential in the early stages of program expansion.

Historically Black Colleges and Universities Program

An increase of \$98,000 and 1 FTE is needed to expand current BLM Historically Black Colleges and Universities (HBCU) Program efforts, especially in response to the initiative announced in 1989 by the Secretary, to convene a National Science and Technology Forum for HBCU students and to expand a multi-year commitment to funding HBCU efforts. The funding would be used to increase BLM support of various HBCU activities, including Intergovernmental Personnel Act Assignments to provide instructions and curriculum program development for natural resources classes at participating HBCU's.

Equal Employment Opportunity Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989	1990	1991 Base	1991 Estimate	Inc. (+) Dec. (-)
	Actual	Adjusted Approp.			From Base
Informal complaints	390	400	400	400	---
Formal complaints	30	40	40	40	---
Complaints resolved/adjusted	14	32	35	35	---
Investigations	25	25	30	30	---

Distribution of change by object class

The object class detail for the proposed increase of \$598,000 and 4 FTE is as follows:

	FTE	AMOUNT
Personnel compensation	4	\$128,000
Personnel benefits		26,000
Travel and transportation of persons		50,000
Transportation of things		5,000
Rents, communications, and utilities		15,000
Other services		362,000
Supplies and materials		<u>12,000</u>
Total		\$598,000

GENERAL ADMINISTRATIVE SUPPORT

1991 program

The general administrative support program provides executive and managerial direction, and basic administrative support services to sustain ongoing operations for all BLM programs.

Headquarters office and field office administrative staffs provide services such as budget development and execution, procurement and property management, safety programs, financial management, personnel management, program evaluation, and management analysis, and records and directives management. Other headquarters staffs support the directorate and field level executives on matters involving external relations, public affairs and information, congressional liaison, legislation and regulatory management.

(dollars in thousands)

<u>Program Element</u>		1990 <u>Adjusted</u> <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>
Executive and Managerial Direction	\$ (FTE)	5,566 (97)	5,676 (97)	5,676 (97)
Budget Development and Execution	\$ (FTE)	2,851 (78)	2,915 (78)	2,915 (78)
Procurement and Property Management	\$ (FTE)	13,382 (419)	13,686 (417)	13,686 (417)
Personnel and Organizational Management	\$ (FTE)	6,715 (201)	6,866 (200)	6,866 (200)
Financial Management	\$ (FTE)	3,342 (91)	4,633 (91)	4,633 (91)
Records and Directives Systems Management	\$ (FTE)	3,584 (140)	3,679 (139)	3,679 (139)
External Affairs and Information	\$ (FTE)	1,563 (43)	1,599 (43)	1,599 (43)
TOTAL-General Administrative Support	\$ (FTE)	37,003 (1,069)	39,054 (1,065)	39,054 (1,065)

BLM's executive and managerial direction personnel consist of the Director, Deputy Director, Special Assistants to the Director, and the Assistant Director and Deputy Assistant Director for Management Services in the headquarters office; State Directors and Associate State Directors, the Service Center Director and their immediate office secretaries. It also includes District Managers and Associate District Managers when they provide general managerial direction in the BLM's district offices.

The headquarters directorate develops general and specific managerial and administrative policy for the Bureau, and provides executive direction to the field organization consisting of 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The State directorate implements national policy by providing procedural and program guidance and ensuring consistent application and implementation of BLM policy and procedures through executive

direction over field operations. The Service Center provides specified technical and administrative support to Headquarters, State and District Office operational programs.

The budget staffs are responsible for accomplishing BLM's budget formulation and execution work which involve all of BLM's appropriations and other funding authorities. The headquarters budget division develops and presents the BLM Budget Estimates to the Department and OMB, and prepares Budget Justifications for submission to Congress. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating budget, and program year budget plans for out-year budget development. It also performs or directs all budget execution work including the development of apportionments, allotments, and allocations for fund control, and analyzes fund utilization and progress. It prepares any supplemental appropriation requests or reprogramming requests needed as a result of changing conditions.

In the field, budget analysts are located in each BLM state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units. The funds identified above include only the costs of the budget and programming work performed on a Bureauwide, Statewide or officewide basis. All BLM organizational units and levels have some role to perform in BLM's budgeting and programming efforts. Budgetary and program development work required in direct support of individual programs is funded by the benefiting activity or subactivity.

The procurement and property management staffs plan and direct the BLM's procurement, space management, and property management efforts to ensure responsiveness to program needs and coordination with other BLM programs.

The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management; receiving, storing and issuing property; project materials and supplies; and space management required to support the organization's functions.

Procurement and contracting organizations within BLM awarded over 39,000 contracts and purchase orders for about \$114 million worth of goods and services in 1989. This includes over 1,367 actions worth more than \$54 million in contracts for supplies services, studies, and construction work. It also includes over 38,000 small purchase actions (under \$25,000 each), with a total value of \$58 million. In addition, BLM completed a test using bankcards for small purchases. The program is now being operated permanently under GSA authority. Field employees completed over 11,000 transactions worth nearly \$2 million using over 800 bankcards. This technique reduces paperwork, permits over-the-counter transactions, and guarantees the vendor fast payment.

The personnel and organizational management staffs develop policies and guidelines for Bureauwide personnel management activities and provide support to managers in organizational and management analysis, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the BLM workforce of about 10,000 employees.

The BLM headquarters and field servicing personnel offices carry out the operational aspects of personnel management, including staffing and organizational analysis, classification review of BLM positions, processing about 35,000 personnel actions, and issuance of 1,000 vacancy announcements annually involving the process of selecting, appointing, reassigning, promoting and releasing employees. Personnel offices also determine training needs and advise supervisors on training opportunities, developing individual

training plans for employees as part of the performance evaluation process, and conduct a wide range of technical, administrative, and developmental training courses. Additionally, they develop and manage a program to ensure that employees receive proper orientation and training needed to perform assigned duties at an acceptable level of performance, process 1,000 employee performance and incentive awards annually, provide information on employee benefits and retirement procedures, process transfers, and handle approximately 200 employee grievances and formal complaints.

The finance staffs implement accounting and financial management requirements. The finance office located at the BLM Service Center processes financial documents initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for receipts. In 1990 the BLM will complete its development of the Department's Federal Financial System (FFS) to meet BLM's financial management requirements. This effort will include testing of FFS and limited parallel operation with BLM's existing Financial Management System. Starting in 1991, finance staffs will operate FFS for its first full year of production within BLM.

Finance personnel process approximately 158,000 payments and 165,000 billing, collection, and other miscellaneous accounting documents each year.

The records, paperwork and directives management staffs at all organizational levels maintain the official files, central records, and directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's record holdings encompass 110,747 cubic feet of records.

The external affairs staffs at headquarters and field offices are responsible for carrying out the public affairs and information program of the BLM, including developing and recommending public affairs actions to managers, ensuring adequate public notification on Bureau policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the Public Land.

Public affairs specialists are also responsible for timely and accurate dissemination of information to national and State news media and serve as a conduit for information from BLM management to media, special interest groups, and the general public. Advice is provided to both headquarters and field personnel on public affairs related issues. Direct informational and public participation efforts by public affairs specialists in support of individual program requirements are funded by the benefiting activity or subactivity.

Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and congressional liaison work.

BUREAUWIDE FIXED COSTS

Bureauwide Fixed Costs includes funding for those essential Bureau support costs which are necessary for all programs to function and, which by the nature of their identification and billing arrangements, it is more effective and efficient to budget and pay on a central bureauwide basis. These items include space rental payments to GSA and to private lessors, FTS and a major portion of BLM's general purpose commercial telephone services, permanent change of duty station costs for certain employees, mail and postal service, unemployment and injured employee compensation payments to Department of Labor, and payments to the Department for services provided through the Departmental Working Capital Fund.

(dollars in thousands)

Program Element	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Space Rental	(27,126)	(30,036)	(30,036)	(---)
GSA Rental Space	16,612	17,476	17,476	---
Space Controlled by BLM	10,514	12,560	12,560	---
General Purpose Wire Communications	(10,175)	(10,319)	(10,319)	(---)
FTS	4,758	4,825	4,825	---
Commercial Telephone	5,141	5,214	5,214	---
Facsimile Equipment	276	280	280	---
Permanent Change of Duty Station	2,479	2,514	2,514	---
Mail and Postal Service	2,169	2,000	2,000	---
Injured Employee Compensation	3,334	4,435	4,435	---
Unemployment Compensation	2,081	2,110	2,110	---
Departmental Services	854	975	1,075	+100
Total, Bureauwide fixed costs	48,218	52,389	52,489	+100

Space Rental - The 1991 Estimate is \$30,036,000, which includes the following:

GSA Rental Space - \$17,476,000 is the estimate of GSA's Rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM. The estimate includes the BLM's share of the cost of Departmentally controlled space in the Main Interior Building.

Space Controlled by BLM - \$12,560,000 is the estimate of rent costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

General Purpose Wire Communications - The 1991 Estimate is a total of \$10,319,000.

The FTS estimate of \$4,825,000 for intercity service, the same as in 1990, is based on time minute usage. The new FTS 2000 system will be phased in at BLM during 1990. Because of the uncertainties related to the costs of new FTS 2000 service, including data communication transmission that are not now on FTS, the Department's position is that the Bureau should budget for the same FTS costs in 1991 that were estimated by the Department for 1990, until a firm basis for a supportable new estimate is established. Potential FTS 2000 savings could well be offset by the costs of new services and conversion costs in excess of those that GSA will absorb. Estimates are provided by GSA and the Department for BLM.

The general purpose commercial telephone cost estimate to be paid by this activity is \$5,214,000 for local basic telephone service.

Some telephone system costs, especially those primarily related to single function work such as firefighting and other programs, are paid by the benefiting program subactivities. The amount of \$280,000 is provided for use of facsimile equipment transmission line costs.

Permanent Change of Duty Station Costs - The 1991 Estimate is \$2,514,000.

This element provides funding to pay for a portion of the Bureauwide permanent change of duty station moves in the BLM which are related to interstate moves of employees at GS/GM-13 level and above. Because of the rapid rise in interstate PCS move cost, particularly real estate reimbursement, portions of these costs are also charged to other program subactivities on a pro-rate basis. The primary reasons for such moves is for managerial and general program effectiveness purposes. The cost of PCS moves for other employees is charged to the benefiting program subactivity or subactivities since those moves are primarily related to program accomplishment purposes.

Mail and Postal Services - The 1991 Estimate is \$2,000,000.

The U.S. Postal Service (USPS) assesses the BLM for mail and postal services. The 1991 Estimate assumes no postal rate increases during 1991 and no change in the Bureau's volume of mail from the 1990 level.

Injured Employee Compensation - The 1991 Estimate is \$4,435,000.

The Department of Labor (DOL) annually assesses the Bureau of Land Management for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund. The estimate for 1991 was provided by the Department.

Unemployment Compensation - The 1991 Estimate is \$2,110,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by the various Federal agencies. The Department of Labor issues bills to the Interior Department which are subsequently re-allocated to the bureaus for payment of amounts to reimburse the Unemployment Trust Fund.

Departmental Services - The 1991 Base is \$975,000; the 1991 Estimate is \$1,075,000, for an increase of \$100,000.

This estimate represents the BLM's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services. It also includes BLM's share of funding to support the Interior Complex Telecommunications Improvement program.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	52,389	52,489	+100
(FTE)	(---)	(---)	(---)

An increase of 100,000 is needed to provide funding required to support the Department's Take Pride in America initiative.

"Take Pride in America" is a national public awareness campaign designed to encourage wise use of the lands and resources shared by all Americans. Many Federal, State, local and private sector organizations are involved in this program. The focus of the campaign is at the grassroots level. The campaign is not intended to be a vast Federal program, but rather to provide a unifying theme for thousands of local and individual activities. Through national public service announcements, public-private partnerships, a national awards program and other activities, the campaign seeks to provide a boost for stewardship action and awareness efforts.

Distribution of change by object class

The object class detail for the proposed increase of \$100,000 is as follows:

	FTE	Amount
Other Services		100,000

AVIATION MANAGEMENT

1991 program

The BLM aviation management program develops policy and procedures which facilitate the operation and use of a wide variety of aircraft in accomplishing the BLM mission. Because the majority of the BLM aircraft use is in the low-level environment, stricter management controls, higher pilot qualifications, and greater attention to aircraft maintenance details is essential.

Aircraft are used extensively in multiple-use management of the Public Land. Half of the annual aircraft use in BLM is related to the multiple-use management of the Public Land. The other half is integral to the detection and suppression of wildland fires.

Range managers use aircraft to conduct compliance investigation and perform allotment monitoring. Recreation, wilderness and cultural resources managers utilize aircraft to monitor and identify unauthorized and illegal activities. Wildlife management uses aircraft to accomplish animal census, conduct habitat management, and complete habitat inventory and monitoring. Riparian management uses aerial reconnaissance to analyze changes in topographic and vegetative conditions on the ground and determine if management objectives are being met. Resource protection, public health and safety, and mining law administration programs require compliance inspections and enforcement particularly to control and reduce illegal activities on the Public Land. Aircraft are the most effective way to accomplish this required monitoring, detection, and inspection on the vast areas of the Public Land. In 1991 the BLM will fly approximately 35,000 hours in performing its multiple-use management mission.

The BLM's highest priority in aviation management is aircraft safety and accident prevention. This involves safety surveys, issuance of timely safety alerts, operational and safety training, interagency information sharing, and the investigation, analysis and reporting of all aircraft incidents and accidents. Field office quality control is emphasized to ensure safety and commitment to overall program goals. Standardization and simplification of interagency regulations, policies and procedures will be advanced. Evaluations are conducted on a regular basis to insure adherence to the policies in the operations of the BLM aviation program.

BLM aviation managers provide the expertise to ensure that field aviation operations are planned and conducted safely and cost-effectively. Within the parameters of Departmental and BLM regulatory guidelines, BLM field aviation managers develop air operations plans to insure efficient and safe aircraft use in support of field operations. They also ensure aviation policies are adhered to and safety training for all field personnel who plan, use, control, supervise, or evaluate aviation resources is accomplished. The headquarters office provides policy development, program standardization, program evaluation, safety standards, and performs interagency coordination.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriations: Management of Lands
and Resources

	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions.....	6373	214156	6230	214714	-143	558
11.3 Positions other than permanent....	1179	14497	1186	14556	7	59
11.5 Other personnel compensation 1/...(100)		4742	(100)	4900	---	158
11.8 Special personal services payments		227		300	0	73
Total personnel compensation	7552	233622	7416	234470	-136	848
Other Objects						
12.1 Personnel benefits.....		53225		53251		26
13.0 Benefits to former employees.....		2000		2000		0
21.1 Travel and transportation of persons.....		15849		15800		-49
22.0 Transportation of things.....		10370		10800		430
23.1 Standard level user charges.....		17476		17476		0
23.2 Rental payments to others.....		11000		11000		0
23.3 Communications, utilities, and miscellaneous charges.....		13478		13200		-278
24.0 Printing and reproduction.....		2600		2650		50
25.0 Other services.....		60322		69767		9445
26.0 Supplies and materials.....		14795		15000		205
31.0 Equipment.....		13475		13500		25
32.0 Lands and structures.....		500		500		0
42.0 Insurance claims and indemnities..		50		50		0
Total Requirements.....		448762		459464		10702

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
SUMMARY OF BUDGET AUTHORITY AND OUTLAYS
(in thousands of dollars)

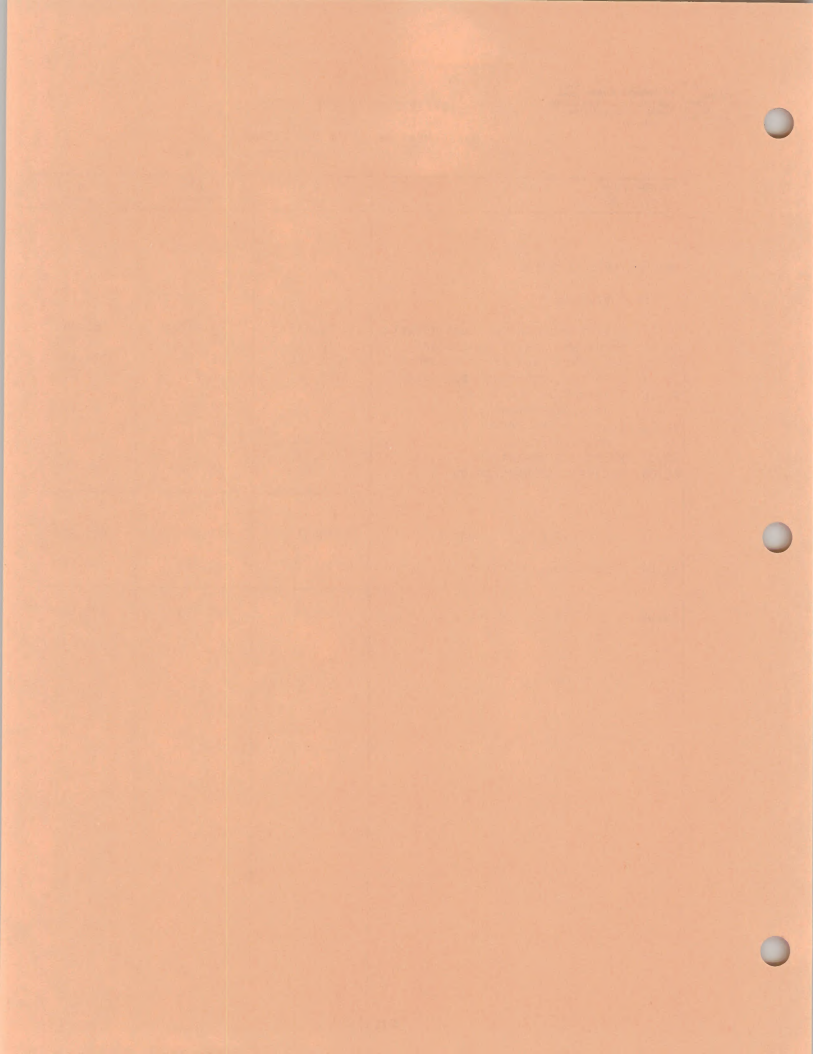
	FY 1989	FY 1990	FY 1991
Enacted/requested:			
Budget authority.....	524,395	435,914	459,464
Outlays.....	564,802	439,854	443,739
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	(36,619)
Outlays.....	0	0	(31,865)
Total:			
Budget authority.....	524,395	435,914	422,845
Outlays.....	564,802	439,854	411,874

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1109-0-1-302			
Program by activities:			
Direct program:			
00.01 Energy and minerals management..	74,294	70,440	60,763
00.02 Lands and realty management.....	36,725	36,067	37,259
00.03 Renewable resources management...	115,696	121,175	128,451
00.04 Resource management planning....	9,283	8,872	9,327
00.05 Information and resource data management.....	37,232	49,239	47,290
00.06 Resource protection and maintenance.....	68,580	67,160	80,623
00.07 Emergency Operations.....	121,472	105	0
00.08 General administration.....	87,635	88,776	95,751
00.91 Total direct program.....	550,917	441,834	459,464
01.01 Reimbursable program.....	11,723	19,636	34,100
10.00 Total obligation.....	562,640	461,470	493,564

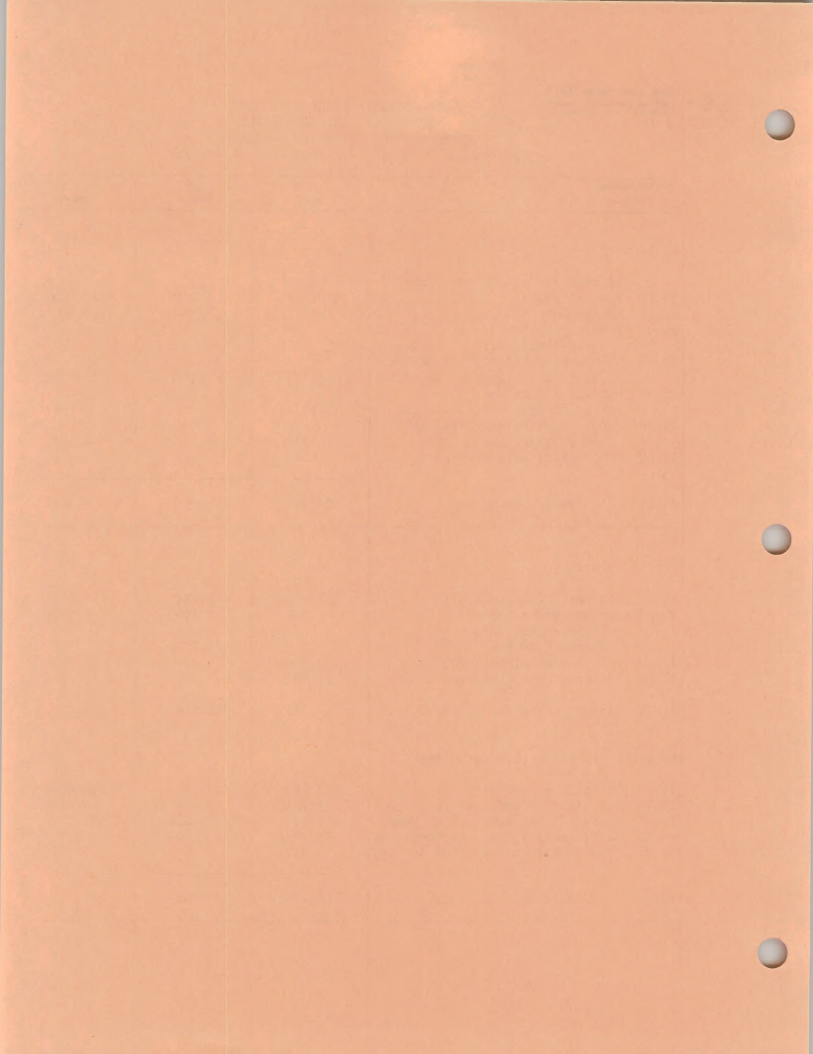


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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1109-0-1-302			
Financing:			
Offsetting collections from:			
11.00 Federal funds.....	(10,978)	(12,000)	(12,000)
14.00 Non-Federal sources.....	(1,972)	(6,500)	(22,100)
17.00 Recovery of prior year obligations.....	(2)	0	0
21.40 Unobligated balance available, start of year.....	(4,624)	(11,379)	(4,323)
22.40 Unobligated balance transferred, net.....	(32,372)	0	0
24.40 Unobligated balance available, end of year.....	11,379	4,323	4,323
25.00 Unobligated balance lapsing.....	324	0	0
39.00 Budget authority.....	524,395	435,914	459,464
Budget authority:			
40.00 Appropriation.(general).....	537,642	440,884	458,264
40.00 Appropriation.(special).....	1,000	1,200	1,200
40.00 Appropriation..(Reduction pursuant to P.L. 99-177).....	0	(6,170)	0
41.00 Transfer to other accounts.....	(100,180)	0	0
42.00 Transfer from other accounts....	85,933	0	0
43.00 Appropriation (adjusted).....	524,395	435,914	459,464
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	549,690	442,970	459,464
72.40 Obligated balance, start of year..	74,731	53,509	56,625
74.40 Obligated balance, end of year..	(53,509)	(56,625)	(72,350)
77.00 Adjustments in expired accounts..	(6,107)	0	0
78.00 Adjustments in unexpired accounts	(2)	0	0
90.00 Outlays.....	564,802	439,854	443,739



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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	1989 actual	1990 estimate	1991 estimate
14-1109-0-1-302			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	217,885	211,605	214,714
11.3 Other than full-time permanent.	23,191	14,324	14,556
11.5 Other personnel compensation...	16,900	4,850	4,900
11.8 Special personal services payment.....	11,741	227	300
11.9 Total personnel compensation.	269,717	231,006	234,470
12.1 Civilian personnel benefits.....	55,870	52,522	53,251
13.0 Benefits for former personnel....	2,103	2,000	2,000
21.0 Travel and transportation of persons.....	17,741	16,500	15,800
22.0 Transportation of things.....	13,207	10,370	10,800
23.1 Rental payments to GSA.....	17,461	16,312	17,476
23.2 Rental payments to others.....	11,611	10,566	11,000
23.3 Communications, utilities, and miscellaneous charges.....	14,230	12,750	13,200
24.0 Printing and reproduction.....	2,566	2,600	2,650
25.0 Other services.....	98,282	57,158	69,767
26.0 Supplies and materials.....	32,967	15,500	15,000
31.0 Equipment.....	14,527	14,000	13,500
32.0 Land and structures.....	460	500	500
42.0 Insurance claims and indemnities.	175	50	50
19.90 Subtotal, direct obligations.	550,917	441,834	459,464



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BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	1989 actual	1990 estimate	1991 estimate
14-1109-0-1-302			
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	3,630	4,802	13,700
11.3 Other than full-time permanent.	890	325	876
11.5 Other personnel compensation...	172	110	295
11.8 Special personal services payment.....	69	5	18
11.9 Total personnel compensation.	4,761	5,242	14,889
12.1 Civilian personnel benefits.....	856	1,191	3,205
21.0 Travel and transportation of persons.....	805	1,000	1,600
22.0 Transportation of things.....	273	300	450
23.2 Rental payments to others.....	49	60	200
23.3 Communications, utilities, and miscellaneous charges.....	652	700	1,000
24.0 Printing and reproduction.....	12	50	100
25.0 Other services.....	862	5,243	4,956
26.0 Supplies and materials.....	3,044	3,750	4,500
31.0 Equipment.....	396	2,000	3,000
32.0 Land and structures.....	13	100	200
99.0 Subtotal, reimbursable obligations.....	11,723	19,636	34,100
99.9 Total obligations.....	562,640	461,470	493,564



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1109-0-1-302			
Direct:			
Total number of full-time permanent positions.....	7,087	6,393	6,230
Total compensable workyears:			
Full-time equivalent employment....	8,402	7,579	7,416
Full-time equivalent of overtime and holiday hours.....	458	100	100
Average ES salary.....	73,387	76,121	78,804
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078
Reimbursable:			
Total number of full-time permanent positions.....	132	145	377
Total compensable workyears:			
Full-time equivalent employment....	156	172	447
Full-time equivalent of overtime and holiday hours.....	5	5	10
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078

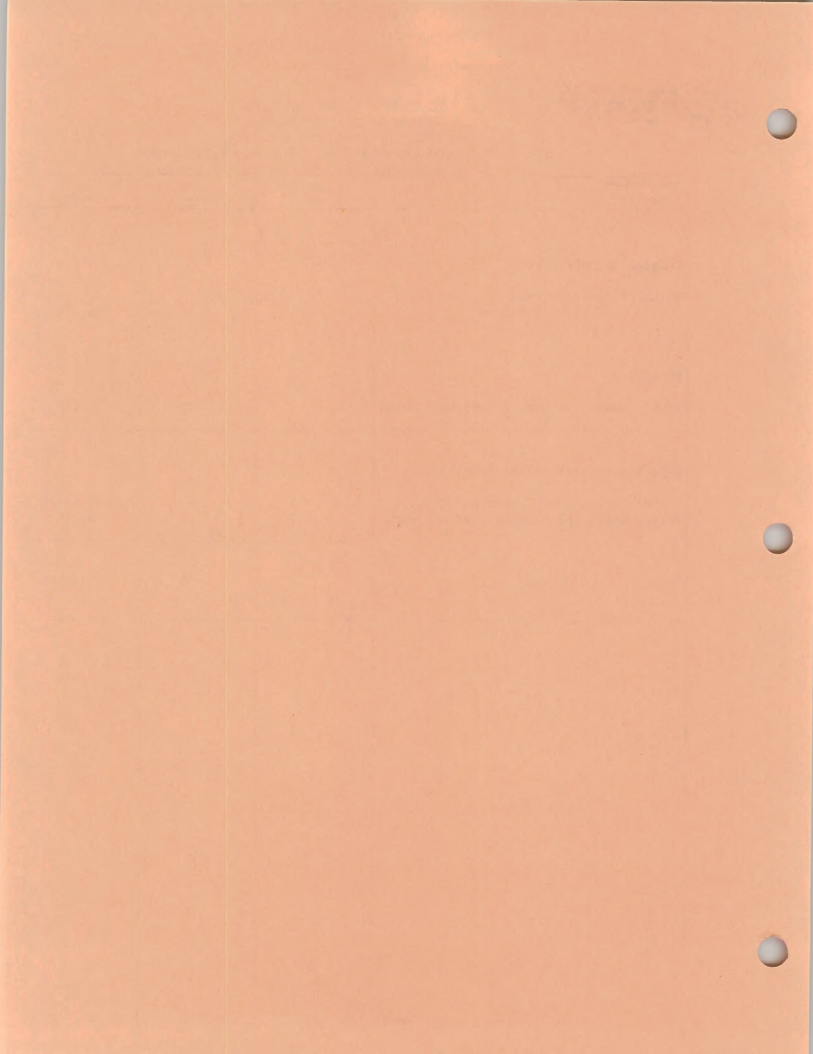


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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
(Proposed for later transmittal, proposed legislation)
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1109-2-1-302			
Program by Activities:			
10.00 Renewable Resources Management (Total obligations).....	0	0	(36,619)
Financing:			
40.00 Budget authority (appropriation)	0	0	(36,619)
Relation of obligations to outlay:			
71.00 Obligations incurred, net.....	0	0	(36,619)
74.40 Obligated balance, end of year..	0	0	4,754
90.00 Outlays.....	0	0	(31,865)

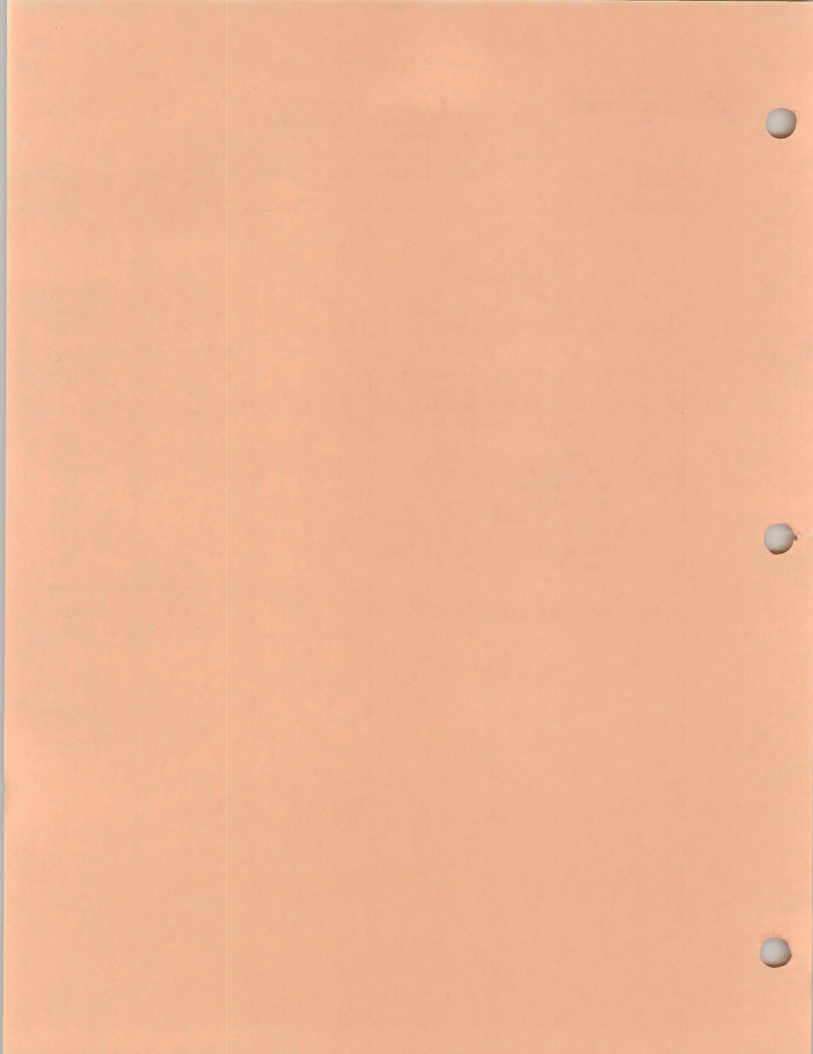


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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
(Proposed for later transmittal, proposed legislation)
Object Classification (in thousands of dollars)

Identification code	1989 actual	1990 estimate	1991 estimate
14-1109-2-1-302			
Obligations:			
Personnel compensation:			
11.11 Full-time permanent.....	0	0	(20,007)
11.13 Other than full-time permanent..	0	0	(1,354)
11.15 Other personnel compensation....	0	0	(478)
11.19 Total personnel compensation..	0	0	(21,839)
11.21 Civilian personnel benefits.....	0	0	(4,961)
12.10 Travel and transportation of persons.....	0	0	(1,395)
12.20 Transportation of things.....	0	0	(250)
12.32 Rental payments to others.....	0	0	(250)
12.33 Communications, utilities, and miscellaneous charges.....	0	0	(350)
12.40 Printing and reproduction.....	0	0	(50)
12.50 Other services.....	0	0	(6,874)
12.60 Supplies and materials.....	0	0	(400)
13.10 Equipment.....	0	0	(250)
99.99 Total obligations.....	0	0	(36,619)



Appropriation Summary Statement

Appropriation: Firefighting

This account for the management and operation of the Interior Department's wildland firefighting program was established in 1990 to provide funding for the Fire Management, Fire Presuppression, Firefighting, and Rehabilitation programs of the Bureau of Land Management, National Park Service, Fish and Wildlife Service, and Bureau of Indian Affairs. The financial aspects of this account are administered by BLM for the Departmentwide program. Funds from this account are made available by allocation from BLM to the other bureaus for their use in conducting operations according to the fire management plans and policies developed by these agencies.

Appropriations provided in advance to cover fire program costs provide a stable funding source for predictable fire operations (program management and presuppression) which have historically been initially underfunded in appropriations but which must take place regardless of the severity of any given fire season. A significant portion of fire suppression and rehabilitation costs, which are unpredictable by nature due to the varying degree of each fire season's severity, would also be covered. Section 102 authority, wherein the Secretary may transfer funds from other Departmental no-year accounts for the presuppression and suppression of wildfire on or threatening Federal lands and for the emergency rehabilitation of burned lands, remains available to cover those emergency costs that would exceed appropriated amounts in severe fire years. However, the amounts required to be transferred will be significantly less than under the prior funding mechanism and the adverse affect on other accounts from which funds are borrowed such as the Land and Water Conservation Fund and Construction appropriations should be significantly reduced.

Appropriation Language Sheet

Firefighting

[For necessary expenses for emergency rehabilitation, forest firefighting, fire program management and presuppression, and other emergency fire costs on Department of Interior lands, \$311,500,000, to remain available until expended, of which \$193,761,000 is available for the Bureau of Land Management, \$16,250,000 is for the United States Fish and Wildlife Service, \$34,464,000 is for the National Park Service, and \$67,025,000 is for the Bureau of Indian Affairs: *Provided*, That such funds are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes.] *For necessary expenses for firefighting by the Department of the Interior, \$165,585,000 to remain available until expended, of which \$99,350,000 shall be for fire management and presuppression, and \$66,235,000 shall be for emergency operations.* (Department of the Interior and Related Agencies Appropriations Act, 1990.)

(16 U.S.C. 1; 16 U.S.C. 594; 16 U.S.C. 668 dd - 668 ee; 42 U.S.C. 1856; 42 U.S.C. 5121; 43 U.S.C. 1601; 43 U.S.C. 1748; P.L. 101-121 Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Firefighting

1. Deletion: "[For necessary expenses for emergency rehabilitation, forest firefighting, fire program management and presuppression, and other emergency fire costs on Department of Interior lands, \$311,500,000, to remain available until expended, of which \$193,761,000 is available for the Bureau of Land Management, \$16,250,000 is for the United States Fish and Wildlife Service, \$34,464,000 is for the National Park Service, and \$67,025,000 is for the Bureau of Indian Affairs: *Provided*, That such funds are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes.]"

The language is deleted because the establishment of this new appropriation provides a stable funding source for the operation of the Department's firefighting programs, and should eliminate the need to rely on borrowing funds from other accounts for firefighting during a normal fire season, thereby, eliminating the need to make repayments of amounts borrowed. Additionally, the amounts to be provided to each Interior bureau for the program in 1991 are clearly detailed in the Budget Justifications and these amounts will be transferred to each bureau for program operations when this appropriation is provided. Therefore, it is not necessary to specify the amounts for each Bureau in the appropriations language itself.

2. Addition: *For necessary expenses for firefighting by the Department of the Interior, \$165,585,000 to remain available until expended, of which \$99,350,000 shall be for fire management and presuppression, and \$66,235,000 shall be for emergency operations.*

The proposed language provides the necessary level of specificity for effective management of the amounts appropriated and adequately describes the purposes of the appropriation such as fire management and presuppression operations which occur at predictable levels regardless of the severity of the fire season (the discretionary portion); and for emergency operations to cover emergency suppression and rehabilitation costs incurred in a normal fire season (the mandatory portion). Section 102 authority remains available to provide funding if a severe fire season should occur, and emergency operations costs exceed the availability of this appropriation.

Appropriation Language Citations

Appropriation: Firefighting

[For necessary expenses for emergency rehabilitation, forest firefighting, fire program management and presuppression, and other emergency fire costs on Department of Interior lands, \$311,500,000, to remain available until expended, of which \$193,761,000 is available for the Bureau of Land Management, \$16,250,000 is for the United States Fish and Wildlife Service, \$34,464,000 is for the National Park Service, and \$67,025,000 is for the Bureau of Indian Affairs: *Provided*, That such funds are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes.] *For necessary expenses for firefighting by the Department of the Interior, \$165,585,000 to remain available until expended, of which \$99,350,000 shall be for fire management and presuppression, and \$66,235,000 shall be for emergency operations.* (Department of the Interior and Related Agencies Appropriations Act, 1990.)

16 U.S.C.	1
16 U.S.C.	594
16 U.S.C.	668 dd - 668 ee
42 U.S.C.	1856
42 U.S.C.	5121
43 U.S.C.	1601
43 U.S.C.	1748

16 U.S.C. 1 provides basic authority for the Secretary of the Interior to provide for fire protection and suppression on National Park system lands.

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

16 U.S.C. 668 dd-ee provides the basic authority for the Secretary of the Interior to provide fire management and suppression on National Wildlife Refuge System Lands.

42 U.S.C. 5121 provides the authority for Federal agencies to assist State or local governments during emergencies as directed by the President.

43 U.S.C. 1601 provides that Alaska Natives continue to receive wildfire protection for 20 years or until they become economically self-sufficient.

43 U.S.C. 1748 provides basic authority for the Secretary of the Interior to protect the Public Land and associated resources from destruction by fire.

Summary of Requirements

(Dollar in Thousands)

APPROPRIATION: FIREFIGHTING

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990.....	1884	311500		
REDUCTION PURSUANT TO P.L. 99-177.....		-1812		
ADJUSTED APPROPRIATION, 1990.....	1884	309688		
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177.....		970		
ADJUSTMENT FOR IMPROVED ADMINISTRATIVE EFFICIENCIES.....	-6	-1402		
ADJUSTMENT FOR STAFFING EFFICIENCIES.....		-398		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE.....		920		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS.....		478		
ADJUSTMENT FOR ONE ADDITIONAL PAY DAY IN FY 1991.....		392		
ADJUSTMENT FOR REPAYMENT OF PRIOR YEAR TRANSFERS.....		-144158		
TOTAL ADJUSTMENTS TO BASE.....		-6	-143198	
1991 BASE BUDGET.....	1878	166490		
Program Changes (Changes to base budget, detailed below).....	55	-905		
TOTAL REQUIREMENTS (1991 estimate).....	1933	165585		

Comparison by activities/ subactivities	1989		1990		1990		1991		1991		Inc./Dec. from 1990		Inc./Dec. from 1990		Inc./Dec. from 1991	
	FTE	Amount	FTE	Amount	PL99-177 Reduction Amount	Adjusted Approp. Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
FIRE MANAGEMENT.....	0	0	424	23869	-139	23730	424	23942	457	23875	33	6	145	33	-67	
PRESUPPRESSION.....	0	0	1275	75631	-440	75191	1269	75687	1291	75475	16	-156	284	22	-212	
SUPPRESSION.....	0	0	180	59950	-350	59600	180	59826	180	59266	0	-684	-334	0	-560	
EMERGENCY REHABILITATION.....	0	0	5	7050	-41	7009	5	7035	5	6969	0	-81	-40	0	-66	
REPAYMENT OF FY 89 TRANSFERS.....				145000	-842	144158		0			0	-145000	-144158	0	0	
TOTAL REQUIREMENTS.....	0	0	1884	311500	-1812	309688	1878	166490	1933	165585	49	-145915	-144103	55	-905	

Justification of Base Adjustments

Firefighting

	FTE	(\$000)
<u>Additional cost in 1991 of the 1991 pay raise.....</u>	---	+920

The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, \$2,993,000 is for the general schedule pay and \$115,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.

<u>Adjustment for 1990 effect of P.L. 99-177.....</u>	---	+970
---	-----	------

The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991. The adjusted amount relates to the current year program only. An additional \$842,000 related to repayment of prior year transfers is not included in this adjustment since no funds for repayment are included in the request.

Other increases and/or decreases:

<u>Adjustment for administrative efficiency.....</u>	-6	-1,402
--	----	--------

The Department is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by about 5 percent to improve administrative efficiency and place greater priority on 1991 program initiatives. Specific reductions are proposed in the following areas:

Travel.....	- 150
Overtime.....	- 90
Supplies.....	- 742
Equipment.....	-420
Total.....	-1,402

<u>Adjustment for staffing efficiency</u>	---	-398
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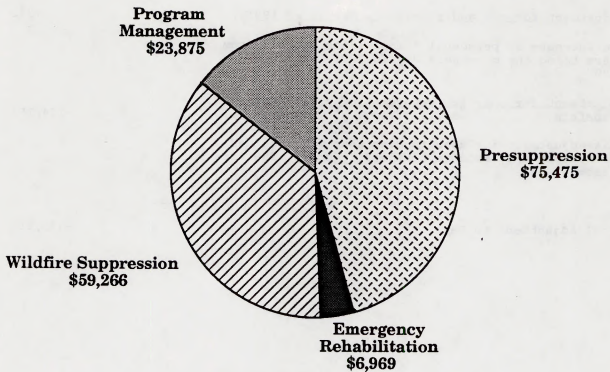
Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:

Average Grade.....	- 207
Lapse.....	- 191
Total.....	398

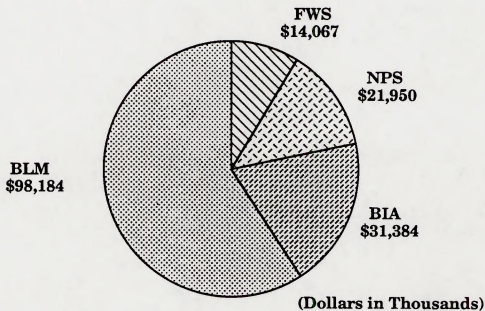
	FTE	(\$000)
<u>CSRS/FERS retirement costs.....</u>	---	+478
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the work force.		
<u>Adjustment for one additional pay day in FY 1991....</u>	---	+392
The increase in personnel compensation results from there being one more paid day in 1991 than in 1990.		
<u>Adjustment for one-time repayment of prior year transfers.....</u>	---	-144,158
This adjustment includes funding that was provided for repayment of amounts borrowed to cover 1989 fire season costs.		
 Total Adjustment to Base	 -6	 -143,198

FIREFIGHTING

Summary by Activity



Summary by Bureau



Justification of Program and Performance

Appropriation: Firefighting

Summary By Activity

Department of Interior

(dollars in thousands)

Subactivity	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Program Management	23,869	23,730	23,942	23,875	-67
Presuppression	75,631	75,191	75,687	75,475	-212
Wildfire Suppression	59,950	59,600	59,826	59,266	-560
Emergency Rehabilitation	7,050	7,009	7,035	6,969	-66
Repayment 1989 Transfers	<u>145,000</u>	<u>144,158</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total, Firefighting	311,500	309,688	166,490	165,585	-905

Summary By Bureau

(dollars in thousands)

Bureau	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Bureau of Land Management	193,761	192,634	98,770	98,184	-586
Fish and Wildlife Service	16,250	16,156	14,112	14,067	-45
National Park Service	34,464	34,263	22,073	21,950	-123
Bureau of Indian Affairs	<u>67,025</u>	<u>66,635</u>	<u>31,535</u>	<u>31,384</u>	<u>-151</u>
Department	311,500	309,688	166,490	165,585	-905

Authorization

- 43 U.S.C. 1748
P.L. 94-579 The *Federal Land Policy and Management Act of 1976* provides for protection of Public Lands and resources from destruction by fire.
- 16 U.S.C. 594
P.L. 67-315 The *Timber Protection Act of 1922* provides for mutual aid in fire protection.
- 42 U.S.C. 1856 The *Reciprocal Fire Protection Agreement Act of 1955* provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.
- 16 U.S.C. 668dd-668ee The *National Wildlife Refuge System Administration Act of 1966*, constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."
- 42 U.S.C. 5121 The *Disaster Relief Act of May 22, 1974* authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.
- 43 U.S.C. 1601 The *Alaska Native Claims Settlement Act of 1971* provides that Natives continue to receive forest fire protection from the United States at no cost for 20 years or until they become economically self-sufficient.
- 16 U.S.C. 1 The *National Park Service Organic Act* provides basic authority for fire protection and suppression on National Park system lands.
- P.L. 101-121 Section 102 of the *General Provisions of the 1990 Appropriations Act for the Department of the Interior and Related Agencies* authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the Public Lands and for the emergency rehabilitation of burned lands.

Objectives

Department of the Interior

The objectives of the Firefighting program in the Department of the Interior are to:

- o Suppress wildfire and to utilize prescribed fire to protect and enhance resources in order to preserve their capability to contribute toward meeting the resource, socioeconomic and multiple-use needs of the nation;

- o Give highest priority to preventing the disaster fire situation in which wildfire causes damages of such magnitude as to adversely affect management objectives or socioeconomic conditions of an area;
- o Consider wildfires that threaten life, structures, or are determined to be a threat to natural resources, as emergencies whose suppression will be given priority over other Departmental programs;
- o Conduct wildland fire programs and prescribed fire activities consistent with Bureau land use plan objectives; and
- o Administer the prescribed and wildfire programs while ensuring compliance with the legal authorities under which the Department operates.

Description of Base Program

Funding covers the following program operations and budget activities which are consistent among the four Interior bureaus as categorized in:

Activity: Fire Management and Presuppression

Covers nonemergency and predictable aspects of Bureau firefighting programs, the discretionary portion.

Subactivity: Program Management - Overall management and program planning costs for the Bureau program, particularly those costs that are not direct, level-of-effort costs associated with expected annual fire season workloads. Includes all permanent, full-time staff; all "fair share" costs; Boise Interagency Fire Center; Alaska Fire Service; automatic detection and other systems; communications; fire prevention activities; training development; interagency coordination and program development such as the National Wildfire Coordinating Group and the Department of the Interior Fire Coordination Committee; data collection and analysis necessary to prepare fire management plans and related materials; and technical fire management input and support for the planning and conduct of prescribed fires, including prescribed natural fire programs, but excluding hazard fuel reduction activities.

Subactivity: Presuppression - Covers preparedness for the annual fire season and reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the bureaus' normal fire year plans. Includes salaries for seasonal and furloughable fire management personnel; expendable and capital equipment that is directly related to fire; equipment operation and maintenance; training directly relate to fire management; protection contracts (including aircraft availability and flight time for reconnaissance) dispatching/logistics; and emergency communications and administrative support. Reduction of hazardous fuel levels includes the use of fire, mechanical, or other means to reduce fuel levels creating hazards for resources, structures or facilities, or adjacent lands, in accordance with fire management plans.

Activity: Emergency Operations

Covers emergency and unpredictable aspects of bureau firefighting programs, the mandatory portion.

Subactivity: Wildfire Suppression - Covers costs of emergency presuppression or extraordinary presuppression measures and costs directly tied to suppressing a specific wildfire. Emergency or extraordinary presuppression includes costs of escalated preparedness as defined in pre-established step-up plans tied to very high or extreme fire danger or abnormal fire seasons. Costs of suppressing a specific wildfire include costs of firefighting and support personnel, aircraft operations, support costs for all employees assigned to the fire, supplies and equipment

(including replacement of lost capital and expendable equipment), contracts for goods and services, associated logistical support, and immediate measures taken to correct damages resulting from actions taken to suppress fires. All charges in this subactivity must be made to an incident number.

Subactivity: Emergency Rehabilitation - Covers costs incurred to prevent land degradation, resource losses, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by fires or by actions taken to suppress fires. Includes such costs as receding to prevent immediate wind or water erosion and to prevent establishment of undesirable species, fencing of areas to prevent animals or humans from entering sensitive areas, and felling damaged trees posing threats to human safety. Emergency rehabilitation costs for any one fire shall not exceed three years or two full growing seasons. Costs of restoring burned areas to productivity are to be funded from resource programs in Bureau operating accounts. All charges in this subactivity must be made to an incident or project number.

Decrease from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	166,490	165,585	-905
(FTE)	(1,878)	(1,933)	(+55)

The decrease for each activity in each bureau results from the consequence of absorbing a portion of the 1991 pay increase and reductions associated with administrative savings in BLM. These decreases are explained bureau-by-bureau in the individual bureau sections.

Distribution of change by object class

The object class detail for the proposed decrease of \$905,000 and a 55 FTE increase is as follows:

	FTE	Amount
Personnel compensation	+55	\$ +1,190,000
Personnel benefits		+94,000
Transportation of things		+172,000
Rent payments to others		-100,000
Other services		-2,655,000
Supplies and materials		+580,000
Equipment		-86,000
Insurance claims and indemnities		-100,000
Total Requirements		\$ -905,000

The following justifications further describe the firefighting base programs and changes from the 1991 base for each of the four Bureaus in a separate narrative arrayed according to the standard budget structure.

The programs are described in the following order:

- Bureau of Land Management
- Fish and Wildlife Service
- National Park Service
- Bureau of Indian Affairs

Activity Summary

Bureau of Land Management Firefighting Program

(dollars in thousands)

Activity/Subactivity	1989 Actual B.A. 1/	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Fire Management and Presuppression						
Program Mgmt. \$ (FTE)	9,282 (135)	10,150 (135)	10,091 (135)	10,076 (132)	10,048 (140)	-28 (+8)
Presuppression \$ (FTE)	5,169 2/ (650)	41,850 (810)	41,607 (810)	41,543 (807)	41,426 (810)	-117 (+3)
Subtotal \$ (FTE)	14,451 (785)	52,000 (945)	51,698 (945)	51,619 (939)	51,474 (950)	-145 (+ 11)
Emergency Operations						
Wildfire Suppression \$ (FTE)	113,792 (135)	42,500 (---)	42,252 (---)	42,188 (---)	41,793 (---)	-395 (---)
Emergency Rehab. \$ (FTE)	3,932 (45)	5,000 (---)	4,971 (---)	4,963 (---)	4,917 (---)	-46 (---)
Subtotal \$ (FTE)	117,724 (180)	47,500 (---)	47,223 (---)	47,151 (---)	46,710 (---)	-441 (---)
Repayment of Transfers \$	26,124	94,261	93,713	---	---	---
Total Requirements \$ (FTE)	158,299 (965)	193,761 (945)	192,634 (945)	98,770 (939)	98,184 (950)	-586 (+11)

1/ All 1989 funding was provided to the BLM's "Management of Lands and Resources" and "O&C" appropriation accounts. Includes amounts transferred in from various no-year accounts for 1989 firefighting costs. Does not include amounts appropriated in 1989 to repay prior year transfers. Funding is displayed as it would have appeared under the current budget structure.

2/ Includes \$2,876,000 appropriated for the budget year initiated presuppression actions on Public Land and \$2,293,000 for the O&C fire protection contract.

Justification of Program and Performance

Bureau: Bureau of Land Management
 Activity: Fire Management and Presuppression
 Subactivity: Program Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	10,150	10,091	10,076	10,048	-28
(FTE)	(135)	(135)	(132)	(140)	(+8)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
\$	10,150	-59	10,091

The reduction pursuant to PL 99-177 will result in a shortened employment period for some career seasonals.

Base Program

The 1991 Base level is \$10,076,000 and 132 FTE.

Program management is an integral part of the BLM mission to protect and enhance the natural resources of the Public Land in order to preserve multiple-use capabilities to meet the Nation's resource requirements. As one part of the mission, BLM is responsible for protecting property and natural resources from the destructive effects of wildfire on the 344 million acres of both Public Land managed by BLM, and other lands, through cooperative agreement or mutual exchange. BLM carries out its fire management responsibilities on the Public Land and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of Public Land and the 2.375 million acres of Oregon and California Grant Lands, Coos Bay Wagon Road Lands and intermingled Public Land in western Oregon.

BLM maintains and operates the Boise Interagency Fire Center (BIFC) a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service, National Weather Service and other Interior bureaus. BIFC provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agency requests assistance. The national fire cache for supplies and radios, the technical support for the Initial Attack Management System (IAMS), the BLM's equipment and fire science support groups, and the BLM fire training development center are also housed at BIFC.

The BLM's Alaska Fire Service (AFS) located at Fairbanks, Alaska provides fire protection to all Department of the Interior lands in Alaska and to applicable Alaska Native lands. The area protected includes approximately 197 million acres. BLM receives reimbursement for a portion of AFS funding requirements from other agencies in the Department which benefit from the fire

management program. The cost of the basic Alaska Fire Service management program is \$1,500,000. Funding would be derived from the bureaus of the Department as follows:

Bureau of Land Management	\$1,000,000
Fish and Wildlife Service	340,000
National Park Service	150,000
Bureau of Indian Affairs	<u>10,000</u>
Total, Alaska Fire Service	\$1,500,000

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need for increased efficiency in combating the "disaster fire". The culmination of this effort was achieving full operation of BIFC. By 1972, BLM had amended its priorities and also began to increase its detection and initial attack capability to complement its earlier efforts. The BLM's Fire Management Planning System and the Initial Attack Management System (IAMS) scheduled for full implementation by 1991, are the main thrusts of the amended effort.

The Initial Attack Management System (IAMS) is a computerized remote detection and fire predictive system that was designed by BLM to provide additional intelligence to fire managers so that they would more effectively perform fire detection, pre-positioning of forces and dispatch initial attack forces. If the opportunity exists to attack fires when they are small, under moderate to severe conditions the chances of successfully suppressing them with the initial attack force is high and results in the final suppression cost being significantly lower than if fires escape to project size. The basic IAMS system consists of 3 subsystems as follows:

- o An Automatic Lightning Detection System (ALDS) network;
- o Remote Automatic Weather Station (RAWS) network; and
- o The hardware and software linking the ALDS and RAWS with fire fuel data and fire behavior modeling features.

At the Estimate level, the IAMS basic computer software programming and the lightning detection network will be completed and emphasis would be shifted to operation and maintenance of the system. Beginning in 1991 procurement would be initiated in support of IAMS II, a two year program to upgrade older field office computers and monitors to current IAMS standards and capability.

SCHEDULE OF IAMS COST AND SAVINGS

(dollars in thousands)

	1983	1984	1985	1986	1987	1988	1989	1990	Total
Phase I	1,950								1,950
Phase II				1,020	800	380			2,200
Phase III						420	550	840	2,080
Operation & Maint.					600	600	850	1,200	N/A
Suppression Cost Avoided			540	540	2,000	3,000	4,000	4,200	N/A

The 1991 Estimate level would enable the BLM to support the National Interagency Wildland/Urban Interface initiative and the development of new techniques, equipment and training to fight fires in the interface. Recent demographic trends from urban to suburban living have greatly expanded urban-like development into areas previously considered rural, such as forested areas, semi-arid brush and range lands. With modern communications and transportation it is now possible to work at high paid technical jobs and live in rural areas. Consequently, in recent decades homes of substantial value, which constitute a family's or individual's principal residence, have been constructed in "wildland" areas. This has created a significant wildland protection and firefighting zone known as the "wildland/urban interface" area.

The goal of the National Wildland/Urban Interface initiative is the reduction of the loss of life, property and natural resources from fires occurring within the wildland/urban interface. The strategy involves national and local efforts to bring principal organizations together (i.e. architects, builders, planners, insurance industry, and firefighters) to develop recommended actions and effect a change in existing conditions. Special emphasis will be focused on developing applications of new technologies in the use of water expansion systems (fire foams) such as those used in Yellowstone National Park in 1988 to protect structures. The BLM will also support the goals of the initiative through development and distribution of public information materials and continued National support of local field office activities addressing the initiative.

The 1991 Estimate would enable BLM to continue its highly successful "greenstripping" initiative. Greenstripping is the placement of fire resistant vegetation to slow or stop wildfires. Greenstrips are planted at strategic locations to protect high resource value areas, defend wildland/urban interface zones, and to break up extensive highly flammable annual grass ranges into smaller units to avoid large catastrophic wildfires. To date 200 miles or approximately 5,000 acres of greenstrips have been planted, primarily in southern Idaho. Even under recent drought and extreme fire conditions, greenstrips have proven effective, along with limited fire suppression support, in stopping the spread of wildfire and dramatically reducing suppression costs. In 1991 BLM would greenstrip an additional 2,500 acres.

The priority BLM fire management accomplishments planned for 1991 are as follows:

- o Train, equip and dispatch fire and support personnel for the 10-year annual average of 2,700 fires;
- o Operate and maintain the BLM share of the BIFC program in fire preparedness, logistical support, training and communications;
- o Operate and staff the BLM Alaska Fire Service (AFS) to protect designated Interior Department managed and other lands in Alaska and provide BLM's pro-rated share of base program costs for the Alaska Fire Service;
- o Provide operation and maintenance for the IAMS program and initiate procurement for IAMS II
- o Continue to implement a "greenstripping concept" to reduce the size and number of large project fires, and protect resource values in selected high fire occurrence areas;
- o Complete the fire management activity planning and initiate development of operational plans to continue to modernize the fire planning process, including an economic analysis to determine fire force requirements to develop the most costs efficient and effective program; and implement them.
- o Increase fire prevention activities with special emphasis in the wildland/urban interface zone and on fire trespass.

Decrease from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	10,076	10,048	-28
(FTE)	(132)	(140)	(+8)

A net decrease of \$28,000 will be achieved by extending the planned 2-year IAMS II upgrade of older lightning detection/weather information computers to a 3 year replacement program. The 8 FTE increase will enable BLM to provide field installation of IAMS Phase I equipment and implement maintenance and operation of this initial system. This will also enable BLM to focus additional protection emphasis in the wildland/urban interface and to increase participation in fire prevention activities.

Justification of Program and Performance

Bureau: Bureau of Land Management
 Activity: Fire Management and Presuppression
 Subactivity: Presuppression

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE)	41,850 (810)	41,607 (810)	41,543 (807)	41,426 (810)	-117 (+3)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
\$	41,850	-243	41,607

The reduction pursuant to PL 99-177 will result in shortening the employment period of some seasonal fire suppression personnel.

Base Program

The 1991 base level is \$41,543,000 and 807 FTE.

This subactivity includes the functions necessary for the BLM to take preparedness actions to have forces and equipment available, trained, positioned, and ready to fight an average of 2,700 fires burning nearly 1,000,000 acres annually.

Included are the following types of actions: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 400 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multi-purpose aircraft; inventory and stocking of fire supply caches; activating 150 initial attack fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The BLM uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission.

Included in the estimate level is \$3,150,000 to provide for a fire protection contract with the Oregon State Department of Forestry for all lands under BLM jurisdiction in western Oregon.

Also included is the hazard fuels reduction program to protect selected areas, particularly developments within and adjacent to the Public Lands, e.g., the wildland/urban interface, from high wildfire risk. Hazardous fuels reduction may be accomplished through a variety of means including prescribed burning. Hazard reduction activities are in agreement with the May 5, 1989 Final Report on Fire Management Policy to the Secretaries of the Interior and Agriculture.

Decrease from the 1991 Base

(dollars in thousands)

	<u>1991</u> <u>Base</u>	<u>1991</u> <u>Estimate</u>	<u>Difference</u>
\$	41,543	41,426	-117
(FTE)	(807)	(810)	(+3)

The decrease of \$117,000 will be achieved by reducing the amount of equipment or the level of equipment operation and maintenance normally required to prepare BLM for the upcoming fire season. The 3 FTE increase will enable BLM to expedite the hiring of seasonal fire suppression personnel and improve fire suppression training. The FTE will be funded out of savings realized through reduced levels of equipment and lower rent and communication costs.

Justification of Program and Performance

Bureau: Bureau of Land Management
 Activity: Emergency Operations
 Subactivity: Wildfire Suppression

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	42,500	42,252	42,188	41,793	-395
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
\$	42,500	-248	42,252

The reduction pursuant to PL 99-177 will result in purchasing of fewer supplies and equipment to restock firefighting caches.

Base Program

The 1991 base level is \$42,188,000.

Fire suppression includes all BLM actions directly tied to suppressing a specific fire including costs of: firefighting and fire command support personnel; suppression aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category. Actual suppression costs have varied significantly with the severity of any given years fire occurrences. During more severe years, those with drought, greater than average wind velocities, or above normal lightning, suppression costs can increase dramatically.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	42,188	41,793	-395
(FTE)	(---)	(---)	(---)

A net decrease of \$395,000 will be achieved by reducing the level of restocking of fire caches through the purchase of fewer supplies and equipment.

Justification of Program and Performance

Bureau: Bureau of Land Management
 Activity: Emergency Operations
 Subactivity: Emergency Rehabilitation

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	5,000	4,971	4,963	4,917	-46
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
\$	5,000	-29	4,971

The reduction pursuant to PL 99-177 will result in purchasing of less seed to maintain the BLM fire rehabilitation seed inventory.

Base Program

The 1991 base level is \$4,963,000.

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This subactivity provides funds for specific emergency rehabilitation projects and includes such costs as receding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable species which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

The actual acreage requiring emergency rehabilitation depends upon the severity of the preceding fire season. This program will be operated to provide rehabilitation in the most cost effective manner, consistent with resource management plan objectives, to enhance multiple use management.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	4,963	4,917	-46
(FTE)	(---)	(---)	(---)

A decrease of \$46,000 will be achieved by reducing planned purchases of seed for maintenance of the BLM fire rehabilitation seed inventory.

Justification of Program and Performance

Bureau: Fish and Wildlife Service
 Activity: Fire Management and Presuppression
 Subactivities: Program Management and Presuppression

(dollars in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Program Management	\$ (FTE)	1,999 (59)	1,987 (59)	2,020 (59)	2,014 (59)	-6 (---)
Presuppression	\$ (FTE)	11,163 (155)	11,098 (155)	11,283 (155)	11,251 (169)	-32 (+14)
Total Requirements	\$ (FTE)	13,162 (214)	13,085 (214)	13,303 (214)	13,265 (228)	-38 (+14)

Impact of Public Law 99-177

1990 Enacted To Date	PL 99-177 P.A. Cancellation	1990 Adjusted Approp.
13,162	-77	13,085

The reduction pursuant to PL 99-177 will delay the introduction of new training courses scheduled to be initiated this fiscal year.

Base Program

Program Management: The Fish and Wildlife Service (Service) Program Management subactivity includes the overall fire program planning and management at Refuges, Hatcheries, Research Facilities, Regional and Washington Offices, and Boise Interagency Fire Center. These funds provide for the Overall management and planning for the Service's fire management program, especially those costs that are not direct, level-of-effort costs associated with annual fire season workloads. Includes all related costs of providing technical input, reviewing, or developing Fire Management Plans, Fire Dispatch Plans, Prescribed Burning Plans and plan amendments. Also, all related cost for providing technical input and support for planning of hazardous fuel reduction prescribed fires, training development, developing interagency agreements and contracts, interagency coordination, equipment costs for communications base systems, detection systems, and prevention activities are included within the Program Management Subactivity. Included is \$340,000 to support the Alaska Fire Service.

Presuppression: The Service's Presuppression activities includes all aspects of preparedness for the annual wildfire season and for reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the Fire Management Plans including salary of firefighting and support personnel, aircraft contract guarantees, equipment purchase, operation and maintenance, fire related training, dispatching and logistics operation, activation of field stations including utility and communications costs, supplies, and capitalized equipment directly related to the wildfire protection.

Reduction of hazardous fuel levels includes the use of fire, mechanical, or other means to reduce non-activity fuel levels creating hazards for resources,

structures or facilities, or adjacent lands, in accordance with approved Fire Management Plans and where fire protection is the initiating and benefiting subactivity. Hazard fuel reduction activities are performed in accordance with the May 5, 1989 Final Report on Fire Management Policy to the Secretaries of the Interior and Agriculture.

Decrease from 1991 Base

(dollars in thousands)

	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Difference</u>
\$	13,303	13,265	-38
(FTE)	(214)	(228)	(+14)

The Service will delay purchasing communication and heavy equipment, such as radios and a bulldozer to be used for preparedness in advance of the wildfire season. This reduction will not adversely effect the Service's fire program.

Justification of Program and Performance

Bureau: Fish and Wildlife Service
 Activity: Emergency Operations (Fire)
 Subactivities: Wildfire Suppression and Emergency Rehabilitation

(dollars in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Wildfire Suppression	\$ (FTE)	750 (---)	746 (---)	758 (---)	751 (---)	-7 (---)
Emergency Rehabilitation	\$ (FTE)	50 (---)	50 (---)	51 (---)	51 (---)	--- (---)
Total Requirements	\$ (FTE)	800 (---)	796 (---)	809 (---)	802 (---)	-7 (---)

Impact of Public Law 99-177

1990 Enacted <u>To Date</u>	PL 99-177 <u>B.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
800	-4	796

The reduction pursuant to PL 99-177 will delay the replacement of, or repairing damaged fire equipment.

Base Program

Wildfire Suppression These funds provide for all aspects of suppressing a specific wildfire or for escalated presuppression funding based on extreme fire potential. Includes costs of firefighting and support personnel, supplies, equipment rental, replacement of lost or damaged capitalized equipment, contracts for goods and services, dispatch and logistical support, immediate measures taken to correct damages resulting from the fire suppression effort, and any suppression cost recovery efforts. Escalated presuppression funding based on extreme fire potential (severity funding) includes any costs authorized in a severity request that is concurred with by the Regional Director and approved by the Director of the U.S. Fish and Wildlife Service.

Emergency Rehabilitation: Includes all costs incurred to prevent further wildlife or habitat degradation following a wildfire. Includes costs such as; reseeding to prevent immediate wind or water erosion and to prevent establishment of undesirable species; fencing of areas to exclude animals or humans; and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire may not exceed two full growing seasons following occurrence of the fire. Costs of restoring burned areas to full productivity are to be funded from normal benefiting resource subactivity.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$ (FTE)	809 (---)	802 (---)	-7 (---)

The decrease in Wildfire Suppression and Emergency Rehabilitation is a result of reducing overtime costs. An effective fire suppression program will be maintained.

Justification of Program and Performance

Bureau: National Park Service
Activity: National Park Service Firefighting

(dollars in thousands)

		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Program Management and Presuppression	\$ (FTE)	12,638 (280)	12,564 (280)	12,774 (280)	12,738 (310)	-36 (+30)
Emergency Operations	\$ (FTE)	9,200 (---)	9,146 (---)	9,299 (---)	9,212 (---)	-87 (---)
Repayment of 89 Transfers	\$	12,626	12,553	---	---	---
Total Requirements	\$ (FTE)	34,464 (280)	34,263 (280)	22,073 (280)	21,950 (310)	(-123) (+30)

Impact of Public Law 99-177

1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
21,838	-128	21,710

The reduction pursuant to PL 99-177 will be accomplished by reducing Interagency fair-share contributions especially as related to some Interagency dispatch operations, helicopter contracts, and air tanker base operations; reducing monitoring activities by using fewer reconnaissance flights and putting fewer people on the ground; and by eliminating nine hazard fuel reduction projects at six parks.

Base Program

Program Management and Presuppression

Program Management activities of the National Park Service include: overall program planning and management at the park, Regional Office and National Office; permanent, full-time staff, training, and program development; "fair-share" costs of interagency activities such as the Hotshot Crews, retardant aircraft operations, and National Office operations at the interagency fire center; detection, communication, and data processing systems; and the monitoring and management of prescribed fires. The 1991 program represents a continuation of the 1990 program. Continued improvement in program direction and planning is expected as a result of program expansion in 1989. Seventy-five training courses will be offered and more service personnel than ever will have the opportunity to attend these courses. Support is provided for the operation of 60 remote area weather stations that provide vital fire danger and fire behavior prediction. The program will continue to maintain communication links with 100 parks and offices through the GEONET telecommunications network and to provide analysis of fire danger ratings through the AFFIRMS computer system. Other computer programs which handle fire occurrence reporting, fire history, fire behavior prediction and fire planning, training needs analysis, hazard fuel analysis and tracking of fire skills qualifications for over 2,100 personnel are in the process of being upgraded and software is being developed to provide enhanced fire program analysis and

coordination. In addition, seasonal prescribed fire monitors will be hired and approximately 170 prescribed natural fires will be monitored, documented and managed according to new Servicewide standards mandated by the joint Interior-Agriculture Fire Management Policy Review Team.

Presuppression, includes all capitalized equipment used for wildfire suppression, hazardous fuels management, and other presuppression activities. Specifically, these activities include preparedness in the form of seasonal firefighters (123 FTE), supporting equipment and supplies, equipment operation, dispatching and logistics, emergency communications, and contracts for aircraft/helicopter availability and flight time for reconnaissance--all needed to meet park level initial fire attack requirements. Funding will also provide for completion of over 90 hazard fuel reduction projects, and the Service will continue the program begun in 1990 to modernize and cyclically replace its current fleet of 105 wildland firefighting engines.

Emergency Operations

Emergency operations include emergency presuppression, suppression and rehabilitation activities which are funded based on anticipated normal year costs.

Emergency presuppression involves a step-up in preparedness and contingency planning tied to very high or extreme fire danger and includes standby time for firefighters, extended tours of duty, positioning of supplies and resources, and reconnaissance flights. Suppression includes overtime costs for firefighters and support personnel, aircraft operations, supplies and equipment, contracts for goods and services, fire documentation and associated logistical support.

Emergency rehabilitation includes all actions taken to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This may involve receding to prevent immediate wind or water erosion and to prevent establishment of undesirable species with high fire potential, fencing of sensitive areas to prevent animals or humans from entering, and felling damaged trees posing threats to human safety.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	22,073	21,950	-123
(FTE)	(280)	(310)	(+30)

The reduction in fire management and presuppression will result in the elimination of the Phase II fuel reduction project at Mt. Rushmore and prevent the purchase of one type 2 (medium) fire engine purchase. The reduction in emergency operations funding will reduce the restocking of fire caches; fewer supplies and equipment will be purchased. The increase in FTE is primarily for fire management officers and support staff in parks, but a small increase for presuppression and hazard fuel reduction crews is also included.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs

(dollars in thousands)

<u>Program Element</u>	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
A. Fire Management and \$ Presuppression (FTE)	21,700 (260)	21,574 (260)	21,933 (260)	21,872 (260)	-61 (---)
B. Emergency Operations \$ Program (FTE)	9,500 (185)	9,444 (185)	9,602 (185)	9,512 (185)	-90 (---)
C. Repayment of 1989 \$ Transfers	35,825	35,617	(---)	(---)	(---)
Total Requirement \$ (FTE)	67,025 (445)	66,635 (445)	31,535 (445)	31,384 (445)	-151 (---)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 <u>E.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
Firefighting Program, Bureau of Indian Affairs	67,025	-390	66,635

The reduction will be absorbed through delayed hiring of permanent and seasonal positions.

Base Program (\$31,535,000): The firefighting program of the Bureau of Indian Affairs (BIA) includes Fire Management and Presuppression activities which are planned, non-emergency activities, as well as Emergency Operations which include actual Wildfire Suppression and Emergency Rehabilitation.

Program Management and Presuppression

Base Program (\$21,933,000: FTE 260):

Fire Program Management (\$5,458,000: FTE 120): Fire Program Management includes overall management and program planning costs for the bureau's firefighting program, particularly those costs that are not direct, level-of-effort costs associated with expected annual fire season workloads. All permanent, full-time staff at the national, area and field level (including some of our aviation personnel), who work a majority of their time in managing the fire program receive part or all of their salary from this subactivity.

This function also includes the bureau's fair share contribution to interagency efforts such as the Boise Interagency Fire Center, automated information systems, fire prevention activities, and training development. Interagency coordination and program development activities such as the National Wildlife Coordinating Group and the Department of the Interior Fire Coordination Committee are also funded in this category. Included is \$10,000 for Alaska Fire Service.

Within the BIA, forestry and primarily fire management bears the financial responsibility for the radio communications system used throughout the organization. The fire program is also responsible for the majority of the physical maintenance and construction costs associated with our detection facilities. Also included in this category is software development and maintenance as well as hardware costs for an independent automated fire information system for the collection and dissemination of fire program management data and user applications.

Presuppression (\$16,412,000: FTE 140): Presuppression covers preparedness for the annual fire season and reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the bureau's Normal Fire Year Plans (NFYPs). NFYPs include salaries for seasonal and furloughable fire management personnel, purchase of expendable and capital equipment that is directly related to fire activities; equipment operation and maintenance; training directly related to fire management; protection contracts including aircraft availability and presuppression flight time; dispatching/logistics; communications; and administrative support.

Fuel levels which create hazards to resources, structures, facilities, or adjacent lands are reduced in accordance with fire management plans using prescribed fires, mechanical, or other means.

The BIA annually employs between 1,000 and 1,500 less-than-full-time employees to provide for the day-to-day level of readiness needed to protect Indian lands from wildfire. In addition, the bureau trains and manages approximately 200 Native American fire crews which are used throughout the country by all fire agencies. Each crew includes 20 people. Employment on these crews provides a significant source of income to Indian people.

Many smaller field sites receive their fire protection through contractual arrangements with cooperating local, state, and federal agencies as a more cost effective approach toward meeting the BIA's trust responsibilities for Indian land. These cooperative agreements are funded in this category. Fifteen agencies are completely protected under this arrangement and numerous others receive partial protection through contracts.

The Bureau provides wildland fire protection for a total of 59.6 million acres of trust lands. Of that total, 6.4 million acres are classified as commercial forest, 8.3 million acres as woodlands, and 44.9 million acres as non-forest lands. Based upon total obligations for the period FY 1984-88, the Bureau invested an average of \$0.25 per acre per year to carry out the fire management and presuppression phases of its protection responsibilities.

Emergency Operations

Base Program (\$9,602,000: FTE 185):

Wildfire Suppression (\$8,086,000: FTE 180): Wildfire suppression includes the costs of extraordinary presuppression measures and direct suppression of a specific wildfire. Extraordinary presuppression includes costs of escalated preparedness as defined in pre-established step-up plans tied to very high or extreme fire danger or abnormal fire seasons. Such measures go beyond what is planned in the NFYP. Costs of suppressing a specific wildfire include costs for all firefighting and support personnel, aircraft operations, support costs for all employees assigned to the fire, supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, associated logistical support, and immediate measures taken to correct damages resulting from actions taken to suppress fires.

For the period 1984-1988, the average fire occurrence load for BIA protection areas was 2,897 fires per year which burned an average of 143,458 acres.

Also included in this category are support costs for other Interior agencies and the Forest Service in suppressing fire on their lands. During FY 1987 and FY 1988, an estimated 60% of our suppression funds were used to support other agencies. A similar amount is predicted for FY 1990.

Emergency Rehabilitation (\$1,516,000: FTE 5): Emergency rehabilitation includes costs incurred to prevent land degradation, resource losses, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by fires or by actions taken to suppress fires. Rehabilitation includes such costs as receding to prevent immediate wind or water erosion and to prevent establishment of undesirable species; fencing of areas to prevent animals or humans from entering sensitive areas; and felling damaged trees posing threats to human safety. Costs of restoring burned areas to productivity are funded from resource programs in bureau operating accounts.

Change from 1991 Base:

(dollars in thousands)

<u>Program Element</u>		<u>FY 1991 Base</u>	<u>FY 1991 Estimate</u>	<u>+/- Difference</u>
Fire Management and Presuppression	\$ (FTE)	21,933 (260)	21,872 (260)	-61 (---)
Emergency Operations	\$ (FTE)	9,602 (185)	9,512 (185)	-90 (---)
Total	\$ (FTE)	31,535 (445)	31,384 (445)	-151 (---)

Fire Management and Presuppression (-\$61,000: FTE ---): In FY 1990, the Bureau will incur significant moving costs for the newly established fire positions. Since these are one-time costs, the budget is reduced by \$84,000.

Emergency Operations (-\$90,000: FTE ---): The reduction in emergency operations funding will reduce restocking of fire caches by purchase of fewer supplies and equipment.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriations: Firefighting

	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						
11. Personnel compensation:						
11.1 Permanent positions.....	913	34805	934	35255	21	.450
11.3 Positions other than permanent....	965	18095	999	18312	34	217
11.5 Other personnel compensation 1/...	(350)	15448	(350)	16000	---	552
11.8 Special personal services payments2/		13029		13000		-29
Total personnel compensation	1878	81377	1933	82567	55	1190
Other Objects						
12.1 Personnel benefits.....		8050		8144		94
21.1 Travel and transportation of persons.....		4390		4390		0
22.0 Transportation of things.....		4317		4489		172
23.2 Rental payments to others.....		1400		1300		-100
23.3 Communications, utilities, and miscellaneous charges.....		2000		2000		0
24.0 Printing and reproduction.....		50		50		0
25.0 Other services.....		43000		40345		-2655
26.0 Supplies and materials.....		17120		17700		580
31.0 Equipment.....		4586		4500		-86
42.0 Insurance claims and indemnities..		200		100		-100
Total Requirements.....		166490		165585		-905

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

2/ Primarily Emergency Firefighters which are not counted against personnel ceilings.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIREFIGHTING
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1119-0-1-302			
Program by activities:			
00.01 Fire Management and Presuppression.....	0	98,920	99,350
00.02 Emergency Operations.....	0	66,610	66,235
10.00 Total obligations.....	0	165,530	165,585
Financing:			
39.00 Budget authority.....	0	165,530	165,585
Budget Authority:			
40.00 Appropriation	0	311,500	165,585
40.00 Appropriation (Reduction pursuant to P.L. 99-177).....	0	(1,812)	0
41.00 Transferred to other accounts...	0	(144,158)	0
43.00 Appropriation (adjusted).....	0	165,530	165,585
71.00 Obligations incurred, net.....	0	165,530	165,585
72.40 Obligated balance, start of year	0	0	49,659
74.40 Obligated balance, end of year..	0	(49,659)	(49,675)
90.00 Outlays.....	0	115,871	165,569



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIREFIGHTING

Object Classification (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1119-0-1-302			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	0	34,055	35,255
11.3 Other than full-time permanent..	0	17,681	18,312
11.5 Other personnel compensation...	0	15,538	16,000
11.8 Special personal services payment.....	0	13,029	13,000
11.9 Total personnel compensation..	0	80,303	82,567
12.1 Civilian personnel benefits.....	0	7,867	8,144
21.0 Travel and transportation of persons.....	0	4,540	4,390
22.0 Transportation of things.....	0	4,317	4,489
23.2 Rental payments to others.....	0	1,400	1,300
23.3 Communications, utilities, and miscellaneous charges.....	0	2,000	2,000
24.0 Printing and reproduction.....	0	60	50
25.0 Other services.....	0	41,975	40,345
26.0 Supplies and materials.....	0	17,862	17,700
31.0 Equipment.....	0	5,006	4,500
42.0 Insurance claims and indemnities.	0	200	100
99.0 Subtotal, direct obligations..	0	165,530	165,585



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIREFIGHTING
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1119-0-1-302			
Direct:			
Total number of full-time permanent positions.....	0	919	934
Total compensable workyears:			
Full-time equivalent employment...	0	1,884	1,933
Full-time equivalent of overtime and holiday hours.....	0	350	350
Average ES salary.....	0	76,121	78,804
Average GS grade.....	0	9.30	9.30
Average GS salary.....	0	30,986	32,078



Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- o To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of Public Lands and for providing physical access to these lands; and
- o To provide public access to Federal lands for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation) and to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system, wilderness/wilderness study areas, or wild and scenic rivers).

A total amount of \$8,890,000 is requested, which includes a \$207,000 proposed law request under the Department's *America the Beautiful* account, and \$8,683,000 directly in this appropriation for construction and access.

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called *America the Beautiful*. The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Under the "Legacy 99" component of the Interior Department's portion of *America the Beautiful*, funding will be provided to the Bureau of Land Management in 1991 for construction projects which meet the objectives of enhancing recreation and protecting critical natural resources. The "current law" amount for *America the Beautiful* construction projects is \$1,238,000, which is also the President's Budget request if the *America the Beautiful* legislation is not enacted by Congress. This justification is prepared on a current law basis with the *America the Beautiful* increment of \$207,000 displayed as a non-add amount.

If the *America the Beautiful* program is approved by Congress, the Bureau of Land Management will receive a total of \$7,520,000, to implement the 1991 construction program.

An amount of \$1,370,000 is requested for access purposes to support multiple-use resource management on Public Land. This amount will provide for 131 easements across non-Federal Land to BLM managed lands, primarily in support of providing access for recreation purposes.

Appropriation Language Sheet

Construction and Access

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$5,961,000] *\$8,683,000* to remain available until expended. [Provided, That necessary procurement documents for construction of the Oregon Trail Visitor Center at Flagstaff Hill, Oregon shall be issued at a time that will permit issuance of a construction contract in February, 1991]

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Construction and Access

1. Deletion: [Provided, That necessary procurement documents for construction of the Oregon Trail Visitor Center at Flagstaff Hill, Oregon shall be issued at a time that will permit issuance of a construction contract in February, 1991]

BLM has completed necessary pre-contract engineering survey and design actions to support this project and will continue to work towards the appropriate timelines as defined by the procurement and contracting processes. This language is not necessary for the successful completion of the proposed project.

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$5,961,000] \$8,683,000 to remain available until expended.

43 U.S.C. 1701

43 U.S.C. 1715

43 U.S.C. 1762

43 U.S.C. 1701 provides for the retention of Public Lands in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to Public Lands only), land and interests in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: CONSTRUCTION AND ACCESS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990.....			40	5961
REDUCTION PURSUANT TO P.L. 99-177.....				-79
ADJUSTED APPROPRIATION, 1990.....			40	5882
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177.....		17		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE		49		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS.....		5		
ADDITIONAL FOR ONE ADDITIONAL PAY DAY IN FY 1991.....		4		
ADJUSTMENT FOR ONE TIME CONSTRUCTION PROJECTS.....	-10	-4599		
TOTAL ADJUSTMENTS TO BASE.....			-10	-4524
1991 BASE BUDGET.....			30	1358
Program Changes (Changes to base budget, detailed below).....			10	7325
TOTAL REQUIREMENTS (1991 estimate).....			40	8683
PROPOSED LAW: AMERICA THE BEAUTIFUL.....			[+0]	[+207]

Comparison by activities/ subactivities	1989		1990		1990		1991		1991		Inc./Dec. from 1990		Inc./Dec. from 1990		Inc./Dec. from 1991	
	Actual	Enacted	To Date	Reduct	Adjusted	Base	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Construction Projects.....	14	4100	10	4661	-62	4699	0	0	10	7313	0	2652	2714	10	7313	
Proposed Law: America the Beautiful.									[0]	[1445]				[0]	[+207]	1/
2. Access & Easement Acquisition.....	28	1331	30	1300	-17	1283	30	1358	30	1370	0	70	87	0	12	
Total Requirements.....	42	5431	40	5961	-79	5882	30	1358	40	8683	0	2722	2801	10	7325	

1/ Amount shown is increase over \$1238 included as current law for America the Beautiful.

Justification of Base Adjustments

Construction and Access

	FTE	(\$000)
<u>Adjustment for 1990 effect of P.L.-177.....</u>	---	+17
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
<u>Additional cost in 1991 of the 1991 pay raise.....</u>	---	+49
The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, \$2,993,000 is for the general schedule pay and \$115,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.		
<u>Adjustment for CSRS/FERS retirement costs.....</u>	---	+5
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.		
<u>Adjustment for one additional pay day in FY 1991...</u>	---	+4
The increase in personnel compensation results from there being one more paid day in 1991 than in 1990.		
<u>Reduction for one-time construction projects.....</u>	-10	-4,599
An adjustment is made to the base level to reflect the reduction of one time funding for construction projects in 1990.		
<u>Total Adjustment to Base</u>	<u>-10</u>	<u>-4,524</u>

Budgetary Resources for Construction and Access

BUREAU OF LAND MANAGEMENT

Account: Construction and Access (14-1110-0-1-302)

1990 Budgetary Status		(\$000)
Budget authority available:		
Appropriation realized	\$ 5,882	
Prior-year unobligated balance brought forward	3,718	
Transferred from other accounts 1/.....	<u>+2,656</u>	
Total BA available for obligation	12,256	
Less anticipated obligations (by activity):		
1. Construction	-9,617	
2. Access	<u>-1,283</u>	
Total anticipated obligations	\$-10,900	<u>=====</u>
 <u>1991 Request</u>		
Anticipated unobligated balance brought forward	\$ 1,356	
Plus increases proposed (by activity):		
1. Construction	7,313	
2. Access	<u>1,370</u>	
Total increase proposed	8,683	
Total anticipated BA available for obligation.....	\$ 10,039	<u>=====</u>

- 1/ This transfer includes a partial repayment using 1990 funds to cover 1989 firefighting obligations under section 102 of the FY 1990 Department of the Interior Appropriations Act.

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by ActivityAccount: Construction and Access
(14-1110-0-1-302)

(dollars in thousands)

	1989 Actual	1990 Estimate	1991 Estimate	Dec. (-) Inc. (+) From 1990
1. Construction				
BA available for obligation:				
Appropriation	4,100	4,661	7,313	+2,652
Reduction (P.L. 99-177)	0	-62	0	+62
Unoblig. bal. brt. fwd.	1,394	3,029	1,321	-2,362
Recovery of prior year obligations	42	0	0	0
Transfers to/from other accounts	+1,176	+2,656	0	-2,656
Total BA available	6,712	10,973	8,634	-2,304
Less obligations	-3,029	-9,617	-7,313	+2,304
Unoblig. balance brt. fwd. (FTE)	3,683 (3)	1,321 (6)	1,321 (17)	0 (+11)
2. Access				
BA available for obligation:				
Appropriation	1,331	1,300	1,370	+70
Reduction (P.L. 99-177)	0	-17	0	+17
Unoblig. bal. brt. fwd.	163	35	35	0
Recovery of prior year obligations	0	0	0	0
Total BA available	1,494	1,318	1,405	+87
Less obligations	-1,452	-1,283	-1,370	-87
Unoblig. balance brt. fwd. (FTE)	35 (27)	35 (27)	35 (39)	0 (+12)
Account Total				
BA available for obligation:				
Appropriation	5,431	5,961	8,683	+2,722
Reduction (P.L. 99-177)	0	-79	0	+79
Unoblig. bal. brt. fwd.	1,557	3,718	1,356	-2,362
Recovery of prior year obligations	42	0	0	0
Transfers to/from other accounts	+1,176	+2,656	0	-2,656
Total BA available	8,206	12,256	10,039	-2,217
Less obligations	-4,488	-10,900	-8,683	+2,217
Unoblig. balance brt. fwd. (FTE)	3,718 (42)	1,356 (40)	1,356 (40)	0 (0)

Justification of Program and Performance

Activity: Construction
 Subactivity: Construction (Buildings, Recreation Facilities, Transportation)

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Current Law:					
\$	4,661	4,599	---	7,313	+7,313
(FTE)	(10)	(10)	(---	(10)	(+10)

Proposed Law:

America the Beautiful

		1/ [1,445] [(---)]	Inc./Dec. <u>Cur. Law</u> [+207] [(---)]
\$			
(FTE)			

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 <u>B.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
\$	4,661	-62	4,599

The reduction pursuant to PL 99-177 will result in the loss of some contract preparation and review assistance to support such planned construction project and may result in the delay of award of several projects.

Authorization

43 U.S.C. 1701
 P.L. 94-579

The *Federal Land Policy and Management Act of 1976* authorizes the Secretary of the Interior to manage Public Lands on a multiple-use basis.

Objectives

The objectives of the construction program are:

- o Construct buildings and appurtenant facilities, such as office buildings, warehouses, yards, and fire stations, which are necessary to house BLM employees and equipment in support of BLM programs.
- o Construct recreation and transportation facilities necessary for the management of Public Land resources.

1/ This includes \$1,238,000 which is *America the Beautiful* Current Law

1990 program

The 1990 program of \$ 4,599,000 includes 11 construction projects to support multiple use management of the Public Land. These projects include:

- o Construction of a parking area for 35 vehicles, a 12 unit picnic area and trailhead at the Hobo Camp staging area along the Bizz Johnson National Trail in northern California. This new development provides key public access to and enjoyment of scenic Public Land along the Susan River Canyon;
- o Relocation of 250 feet of access road and construction of a boat ramp, parking area and restrooms along the Trinity Wild and Scenic River in northern California. This project corrects public health and safety problems and protects resource values by reducing river bank erosion;
- o Replacement of 3.1 miles of underground powerline serving the 119 unit Squaw Lake campground in southern California. Alkaline soils have corroded the protective covering on the existing powerline, resulting in frequent service interruptions, potential electrical shock hazard, and costly repairs. This construction will eliminate a public health and safety hazard, protect BLM maintenance personnel and prevent power outages.
- o Replacement of 3 wooden bridges which are 20 years old or more along a heavily traveled access route into the Garnet Range in western Montana. Project corrects a serious public safety hazard and provides reliable access to the Public Land for multiple uses such as recreation, timber harvest and mineral exploration.
- o Expansion of the drinking water system, upgrading the present boat ramp, adding 10 campsites, and constructing a waste dump station for recreational vehicles at the Hamer Creek Recreation Site, Lower Salmon River, Idaho. Development would eliminate pollution of the Salmon River, provide for public safety, improve accessibility for the physically challenged and support the wild and scenic river designation.
- o Phase I construction of the El Malpais Ranger/Visitor Contact Station, New Mexico. This project involves engineering design work, access road and parking lot construction, drilling and equipping of a water well, septic system installation, and providing electrical and telephone service to the site. In combination with Phase II, construction of the ranger station, this project enables BLM to meet its legislative management responsibility of monitoring use and providing a presence in this newly designated National Conservation Area.
- o Installation of concrete vault toilets with handicapped access, expansion of parking areas and renovation of boat ramps at 3 recreation sites along the Yakima River in south-central Washington. This project provides proper sanitary facilities, safe boat ramps and prevents river bank erosion.
- o Continued architectural and engineering design and planning work on the Oregon Trail Visitor Center at Flagstaff Hill near Baker, Oregon to facilitate preparation of a construction contract.
- o Phase II construction at the BLM Alaska Fire Service Smokejumper facility at Fort Wainwright, Fairbanks, Alaska, including fire specialist and hotshot crew facilities and a mess hall.

- o Construction and signing of the Kokapelli Mountain Bike Trail from Grand Junction, Colorado to Moab, Utah. Includes construction of new trail that will be tied into existing trails with the aid of route markers and signs, and development of parking and sanitary facilities at trailheads along the route.
- o Completion of engineering survey and design work to enable reconstruction of the final 11 miles of Quail Hill Road from St. George, Utah to the Arizona Strip, with realignment and construction of 3 miles of hazardous road that traverses a narrow, steep canyon.

Support funding has been provided for engineering design services, contract preparation and administration, and project field review.

1991 program

BLM's ability to manage the Public Land and its resources effectively and responsibly is directly linked to its capability to serve the public, provide facilities to implement land use planning decisions, protect the health and safety of Public Land visitors and users, and protect important resource values. The proposed 1991 Construction program is a significant component in reaching that objective.

The construction program current law request for 1991 is \$7,313,000. This includes \$1,238,000 for projects that would be funded under the Department-wide *America the Beautiful* proposed new account if authorizing legislation were enacted. The 1991 program includes facilities for the following purposes: to enhance management of 3 congressionally designated areas; implement the President's *America the Beautiful* Initiative, the Secretary's *Maintaining Infrastructure - Legacy 99* Initiative, and the BLM *Recreation 2000* Initiative by funding varying degrees of rehabilitation construction work at 6 recreation sites to prevent resource damage and enhance recreation opportunities; provide for the health and safety of the public land user; enhance recreational opportunities through improved access; enable collection of fees as appropriate to offset the cost of management and maintenance at 3 recreation sites; and, provide adequate space, improve operating efficiency and service to the public at 3 office sites.

BLM has established the following hierarchy of criteria which the construction program should strive to address:

- o Health and safety;
- o Resource protection;
- o New space requirements;
- o Accessibility for the physically challenged;
- o Access to the Public Land;
- o Program efficiencies;
- o Compliance with designated management responsibility; and
- o Enhancement of fee collection capability.

During the past decade, public use of the Public Land and BLM facilities has grown dramatically, however, facility improvements have not kept pace with the public demand. BLM construction projects are important for the proper management of the Public Land, the health and safety of users, the prevention of resource damage, and the increased collection of recreation use fees.

As part of the "Legacy 99" component of the President's *America the Beautiful Initiative* to benefit the environment and enhance recreation opportunities, the BLM construction program request assuming enactment of proposed legislation is \$7,520,000, an increase of \$207,000 over the current law request. Of this amount, \$1,445,000 would be appropriated to the new *America the Beautiful* account and then allocated to BLM. The expanded BLM construction program will provide healthy and safe conditions for the growing number of visitors participating in outdoor recreation activities on the Public Land. Construction projects also serve to protect fragile natural and cultural resources in heavily used areas. Facilities can be designed and placed to direct recreation use away from sensitive areas and to focus use in locations where it can be best supervised and monitored. In this way, the proposed funding will enable BLM to better manage recreation and limit use (where needed) to insure the future availability of the resource values sought after by the recreating public.

The proposed construction program also includes funding to implement the Secretary's complimentary *Maintaining Infrastructure - Legacy 99* Initiative, a multi-year program to maintain, repair, and rehabilitate the infrastructure facilities of the Department as part of Secretary Lujan's STEWARDSHIP agenda. This initiative will culminate in 1999, the 150th anniversary of the Department of the Interior, leaving a legacy for the 21st century. Included are projects to improve our service to the Public Land visitor, protect important natural and cultural resource values, rehabilitate and improve existing facilities and structures to provide for public safety and a productive work environment for our employees, and enrich the public's knowledge, appreciation and support of our multiple-use mission and rich natural heritage.

The Public Land offers recreational opportunities, natural resources and biological values that are nationally significant in their diversity, quantity, and quality. This significance has been recognized by the numerous Congressionally designated areas under BLM administration, such as National Conservation Areas, Wild and Scenic Rivers, National Scenic Areas and National Recreation Areas. The 1991 program provides facilities to permit wise management, use and protection of 3 of these national areas and to carry out the Congressional intent of special area designations.

The public's support and appreciation of the BLM's multiple-use policies is directly related to our ability to provide new and replace existing facilities as the public demands and resource protection needs require. To this end, the program proposes construction of administrative offices and visitor contact centers for providing field assistance, emergency services, and information distribution.

The 1991 construction program includes the following projects, listed in priority order by initiative:

<u>Project Location</u> <u>(State - District)</u>	<u>Project Title/</u> <u>Description</u>	1991 <u>Request (\$000s)</u>
Current Law:		
<i>Maintaining Infrastructure -</i>		
<i>Legacy 99 Initiative</i>		
Nevada - Elko	<u>Wilson Reservoir</u> <u>Recreation Site;</u> construction of a camp-ground, picnic area and boat launch.	400
California - Ukiah	<u>King Range NCA</u> <u>Administrative Site;</u> rehabilitation of a structure for a ranger station and administrative site.	100
New Mexico - Albuquerque	<u>El Malpais Ranger</u> <u>Station;</u> completion of Phase II including access and parking for trails, paving of parking areas and sidewalks, entrance and exit lanes off the main highway, and landscaping.	200
Idaho - Boise	<u>Boise District Warehouse;</u> construction of a 22,140 square foot warehouse with heavy equipment and electronics repair bays, and refrigerated storage for the regional fire rehab seed and shrub cache.	1,250
Nevada - Battle Mountain	<u>Tonopah Resource Area</u> <u>Office;</u> construction of a 7,000 square foot office with equipment storage and parking.	640
Utah - Cedar City	<u>Escalante Multi-Agency</u> <u>Office;</u> construction of a 6,000 square foot administrative building with parking.	150

Project Location (State - District)	Project Title/ Description	1991 Request (\$000s)
Bureauwide	Project Survey and Design; engineering and other technical planning to support the accelerated effort to rehabilitate and repair facilities on the Public Land.	200
Subtotal Maintaining Infrastructure - Legacy 99 Initiative		<u>2,940</u>
Recreation 2000 Initiative		
Oregon - Salem	Yaquina Head Outstanding Natural Area Visitor Center; construction of a 15,000 square foot visitor/interpretive center, and reclamation and restoration of rock quarry sites.	3,135
Subtotal Recreation 2000 Initiative		<u>3,135</u>
America the Beautiful Initiative		
Various Areas	Projects from the America the Beautiful program. (See below.)	1,238
Subtotal America the Beautiful		<u>1,238</u>
Total Current Law		<u>7,313</u>
Proposed Law:		
America the Beautiful Initiative		
California - Ukiah	King Range NCA Recreation Facilities; development of 2 campgrounds, trails, access roads, scenic overlook and signs.	[400]

<u>Project Location</u> <u>(State - District)</u>	<u>Project Title/</u> <u>Description</u>	1991 <u>Request (\$000s)</u>
California - Susanville	<u>Bizz Johnson Trail</u> ; reconstruction of portions of unsafe trail and paving of the Hobo Camp parking lot (\$88), and construction and surfacing of an access road and paving of a parking area (\$207).	[295]
Colorado - Grand Junction	<u>Loma Boat Launch</u> ; development of a short access road, boat ramp, parking area and vault toilet on the Colorado River.	[30]
Nevada - Carson City	<u>Sportsman's Beach</u> <u>Recreation Site</u> ; development of a camp- ground, RV waste disposal station, boat ramp, and picnic area.	[430]
Idaho - Idaho Falls	<u>Byington/Conant River</u> <u>Access</u> ; development of access roads, boat ramps, parking, toilets and streambank stabilization at two sites along the South Fork of the Snake River.	[130]
Utah - Cedar City	<u>Paria Trailhead Station</u> ; construction of an 800 square foot ranger visitor contact station and 1,200 square foot residence.	[160]
Total <i>America the Beautiful</i> Projects		[1,445] *

* Note: \$1,238,000 of these projects would be funded by appropriations from the new *America the Beautiful* account if legislation to establish it is enacted. If it is not enacted BLM still proposes to fund this amount under the current law proposal.

BUREAU OF LAND MANAGEMENT
COMPREHENSIVE CONSTRUCTION TABLE

Park, Refuge, Site/Project title	Rank	Do we own land? y/n	Total Estim. Cost (\$000)	Total Approp. Thr. 90 a (\$000)	FY 1991 BUDGET					Est. Awd. Date d (1/4)	Will 91 \$ Compl? y/n	Post 91 Needs? (\$000)	Remarks
					Advance Planning Portion b (\$000)	Project Planning Portion b (\$000)	Construct. Portion (\$000)	Can Phase or Phase More? c y/n					
El Malpais Ranger Sta. (NM)	1	y	200	620c	[20]	200	n	2	y				Project completes work initiated in FY 1990.
King Range NCA Administrative Site (CA)	2	y	100	[5]	[10]	100	y	2	n				Project is proposed in conjunction with construction of campground & scenic overlook described under priority #3.
King Range NCA Recreation Facilities (CA)	3	y	400		[25]	[40]	400	y	2	n	800		This is a companion project with the King Range NCA Admin. site described under priority #2. Remaining work (\$800) includes construction at Black Beach & Mattole Rec. Site.
Escalante, Resource Area Office (UT)	4	y	150			[10]	150	n	3	y			Multi-agency effort to develop a combined NPS-FS-BLM office to manage an area of SE Utah.
Byington/Conant River Access Sites (ID)	5	y	130		[5]	[10]	130	n	3	y			
Rizz Johnson Trail (CA)	6	y	88	45c	[2]	[10]	88	y	2	y			Partial site development in conjunction with access road reconstruction & parking lot development referenced under priority #7.

Park, Refuge, Site/Project title	Rank	Do we own land? y/n	Total Estim. Cost (\$000)	Total Approp. Thr. 90 a (\$000)	FY 1991 BUDGET						Post 91 Needs? (\$000)	Remarks
					Advance Planning Portion b (\$000)	Project Planning Portion b (\$000)	Construct. Portion (\$000)	Can Phase or Phase More? c y/n	Est. Awd. Date d (1/4)	Will 91 \$ Compl? y/n		
Bizz Johnson Trail Access (CA)	7	y	207	45c	[3]	[15]	207	y	2	y		See Bizz Johnson Trail, priority #5.
Tonopah Resource Area Office (NV)	8	y	640		[25]	[40]	640	n	3	y		Replaces inadequate BLM area office facility.
Yaquina Head ONA Visitor Center (OR)	9	y	3,135	2,450c	[25]	[300]	3,135	n	2	y		Project completes work initiated in the natural area in FY 1989.
Paria Trailhead (UT)	10	y	160		[30]	[30]	160	n	3	y		
Wilson Reservoir Recreation Site (NV)	11	y	400		[17]	[20]	400	n	3	y		
Boise District Warehouse (ID)	12	y	1,250			[10]	1,250	n	2	y		Project finalizes a District office site plan that includes an administrative office building that was completed in 1979.
Sportswans Beach Recreation Site (NV)	13	y	430		[20]	[30]	430	n	3	y		
Loma Boat Launch (CO)	14	y	30			[5]	30	n	2	y		

a Indicate Advance Planning (a), project planning (p), and construction (c).

b If included elsewhere in request, so indicate.

c Explain under remarks.

d Indicates 1-1st quarter; 2-2nd quarter; 3-3rd quarter; 4-4th quarter of Fiscal year 1991.

| Indicates amounts funded in MLR appropriation. In several cases planning was done earlier, so amounts represent such things as planning review and contract administration.

Justification for 1991 BLM Construction Projects

FY 1991 construction projects are described in priority order by initiative.

America the Beautiful Initiative

Title: King Range NCA Recreation Facilities
State: California
District: Ukiah
Location: 16 miles west of Garberville, in Humboldt County, northwest California
Estimate: \$400,000

Description: Construction in the King Range National Conservation Area of campgrounds at Nadelos and Wailaki, including 3 restrooms, 30 campsites, a potable water system, 3 miles of trail, access roads, and family camping unit, all of which will be accessible to the physically challenged. Included is a scenic overlook at Paradise Ridge. In addition to these major components, 4 NCA entrance signs and 12 information/direction signs will be replaced. This project will enable BLM to provide essential visitor services, disseminate information about current trail and backcountry conditions, and effectively monitor visitor use as per the intent of Congressional designation. Campground fees will be collected.

Title: Byington/Conant (South Fork, Snake River) Access Sites
State: Idaho
District: Idaho Falls
Location: Approximately 20 miles east of Idaho Falls, along the South Fork of the Snake River, in Bonneville County, eastern Idaho
Estimate: \$130,000

Description: Included are boat ramps, parking, access roads, toilets, picnic facilities, signs, and revegetation and bank stabilization at the two most heavily used boat launch sites on the scenic, heavily fished, South Fork of the Snake River. This project meets several important public health and safety needs, including: eliminating water pollution by replacing deteriorated toilet facilities located too close to the river; replacing undercut, unstable boat ramps that can strand a tow vehicle and trailer; and, providing adequate parking and access to meet current and anticipated demand while excluding vehicles from those areas that are heavily used by people. Project work will enable the BLM to meet management commitments outlined in the Snake River Special Recreation Area Management Plan and enable the agency to properly manage this designated Area of Critical Environmental Concern. Development accommodates *America the Beautiful* goals by providing environmental protection while enhancing recreational opportunities.

Title: Bizz Johnson Trail
State: California
District: Susanville
Location: 3/4 mile west of Susanville, in Lassen County, northeastern California
Estimate: \$88,000
Description: Partial site improvement to provide safe public access to the Susan River and accommodate increasing use of the Bizz Johnson Trail, a component of the National Trails System (National Trails System Act, Amendment P.L. 98-11). Includes replacement and repair of wooden ceiling and wall structural members in the east and west tunnels along the trail to eliminate the danger of falling rock and provide for public safety. Approximately 800 feet of internal drains will be constructed within the tunnels in order to control water and maintain a safe and useable condition. Project also includes interpretive and directional signs and 14 day use picnic sites. This project implements decisions outlined in a joint BLM/Forest Service Recreation Area Management Plan. This project supports *America the Beautiful* by providing for visitor health and safety and providing access to enable the public to enjoy their Public Land resources. Fees will not be collected due to the inability to control access to the area.

Title: Paria Trailhead Station Complex
State: Utah
District: Cedar City
Location: 47 miles east of Kanab, in Kane County, southeast Utah
Estimate: \$160,000
Description: Development of an 800-square foot visitor contact/ranger station consisting of office space, reception area and restrooms and a 1,200 square-foot ranger residence to enable effective administration of the Paria Canyon-Vermilion Cliffs Wilderness, the largest designated wilderness area administered by BLM. This project will provide for the safety of visitors and protection of natural resources by constructing adequate facilities for on-site visitor assistance, flash flood monitoring, area administration including monitoring of backcountry wilderness use and general maintenance operations. This project will enhance recreational opportunity and ensure protection of resource values in this designated Wilderness Area consistent with *America the Beautiful* goals.

Title: Sportsman's Beach Recreation Site
State: Nevada
District: Carson City
Location: 80 miles southeast of Reno, in Mineral County, west-central Nevada
Estimate: \$430,000
Description: This project includes development of a 50-unit campground, 8 restrooms, well with 10,000-gallon water storage tank, RV waste disposal station, boat ramp and picnic area along the shore of 60 square mile Walker Lake. Development plans are consistent with decisions contained in the Walker Resource Management Plan and site specific goals outlined in the Walker Lake Special Recreation Area Management Plan. This project provides: toilet and RV waste stations to alleviate water pollution problems, including those associated with the discharge of RV holding tank wastes along the lake shore; safe boat launch facilities to halt indiscriminate vehicle use along the shoreline; a reliable water system; and, properly constructed, safe access roads to halt people-vehicle conflicts in picnic and camping areas. This project meets the objectives of *America the Beautiful* by protecting resource values, providing for public health and safety, and furnishing visitor services and facilities to meet existing demand. Fees will be collected.

Title: Loma Boat Launch Site
State: Colorado
District: Grand Junction
Location: 1 mile north of Loma, in Mesa County, west-central Colorado
Estimate: \$30,000
Description: Reconstruction of an access road, boat ramp, and parking area that have been established through public use rather than proper design and provision of a vault toilet and interpretive kiosk on the Colorado River in Ruby Canyon. Development goals are outlined in the Ruby Canyon Recreation Area Management Plan. Present demand exceeds the capacity of existing facilities. Proposed development would provide additional launch facilities, sufficient parking and restrooms to curtail resource damage resulting from random and indiscriminate uses caused by the lack of adequate facilities. Public safety will be provided for as the parking area will separate vehicle use from picnic and fishing areas, a properly designed and located boat ramp will curtail random and unsafe launching along the river bank, and the restroom will curtail indiscriminate use of the shoreline as a bathroom. Fees will not be collected. Supports *America the Beautiful* by protecting environmental values, providing for public health and safety and enhancing recreation opportunities.

Title: Bizz Johnson Trail
State: California
District: Susanville
Location: 3/4 mile west of Susanville, in Lassen County, northeastern California
Estimate: \$207,000
Description: Reconstruction of an access road to eliminate steep grades and blind curves to provide safe public access to the Susan River and accommodate increasing use of the Bizz Johnson Trail, a component of the National Trails System (National Trails System Act, Amendment P.L. 98-11). Project also includes paving of the Hobo Camp parking lot that was constructed in 1990, and installation of post and cable parking barriers. This work represents the final components of the Bizz Johnson Trail project, the initial phase of which is described earlier in the 1991 construction program.

*Maintaining Infrastructure -
Legacy 99 Initiative*

Title: El Malpais Ranger Station-Phase II
State: New Mexico
District: Albuquerque
Location: 9 miles south of Interstate 40 on State Route 117, Cibola County, east central New Mexico in the El Malpais NCA
Estimate: \$200,000
Description: The 2,500-square foot ranger station will provide living quarters for personnel and will enable BLM to monitor activities, provide information about backcountry use and conditions, and provide an administrative presence in the El Malpais National Conservation Area. This facility will also provide a focal point for public contact and interpretive opportunities. Included in the last half of Phase II is completion of all exterior and interior finish work on the ranger station, landscaping of the grounds, construction of the access road and parking area for the main trailhead, paving the La Ventana Arch parking area, construction of the main highway entrance/exit lanes and contract preparation and supervision. This proposal is consistent with the requirement in Public Law 100-225 which established the NCA, that BLM provide a presence in and monitor activities in the NCA. This project supports *Maintaining Infrastructure - Legacy 99* by assuring protection of significant resource values, providing for public safety, and enhancing opportunities for access to the Public Land.

Title: King Range NCA Administrative Site

State: California

District: Ukiah

Location: 16 miles west of Garberville, in Humboldt County, northwest California

Estimate: \$100,000

Description: Construction in the King Range National Conservation Area to establish a ranger station-residence at Caluna Cliffs from a trespass cabin that was seized during a drug raid. The cabin will be renovated to meet building code including upgrading of the insulation, wiring, plumbing, water and septic systems, site grading, and parking. An administrative site/visitor contact station will be constructed adjacent to the main road near Briceland. This facility will consist of a small office, reception/information area, interpretive display, parking lot and short access road. This facility will enable BLM to disseminate information about current trail and backcountry conditions, and effectively monitor visitor use as per the intent of Congressional designation. This will also provide an administrative base from which BLM can maintain an on-the-ground law enforcement presence to curtail illegal marijuana cultivation within the NCA.

Title: Escalante Resource Area Multi-Agency Office Complex

State: Utah

District: Cedar City

Location: 2 miles west of Escalante, in Garfield County

Estimate: \$150,000

Description: Construction of a 6,600-square foot multi-agency administrative building that will replace the existing unsanitary, badly deteriorated, poorly insulated, esthetically depressing BLM Area Office facility. This is a joint project of 3 Federal agencies - the BLM, NPS, and Forest Service. The total project cost is \$350,000 with BLM providing \$150,000 plus the land site for the facility, Forest Service providing \$150,000 plus survey and design work in 1990, and Park Service providing \$50,000 toward facility construction. This project would improve the operating efficiency and service to the public of Federal agencies by having one central facility from which the BLM, National Park Service and Forest Service would administer such nationally prominent areas as Glen Canyon National Recreation Area and important areas on Public Land such as Calif Creek Campground, wilderness study areas along the Escalante River and Kaiporwitz Plateau and other important cultural resources, and recreation areas in southeastern Utah. On-the-ground service to the public would be enhanced such as provision of current weather, backcountry travel, and campground conditions. Employee safety would be accommodated by providing an administrative office with adequate space, a roof that does not leak, and plumbing and wiring that meet current building code. The new facility would improve coordination among the agencies involved and greatly enhance the professional image of Federal resource management agencies with the general public, especially recreational visitors to southeastern Utah.

Title: Tonopah Resource Area Office

State: Nevada

District: Battle Mountain

Location: 1 mile south of Tonopah along U.S. Hwy 95, in Nye County, west central Nevada

Estimate: \$640,000

Description: Replacement of 25-year old galvanized sheet metal military buildings with a 7,000 square foot facility that would adequately house all Area Office employees, more effectively serve the using public, provide parking for the public, employees and BLM vehicles, and provide for on-site equipment and materials storage. The new facility would be located on Public Land. The present complex has no storage building or covered area for equipment storage, necessitating parking vehicles out in the weather. Due to the storage problem, heavy materials such as fencing, culverts, posts, gates, etc. must be stored at the district office, some 200 miles away. Parking poses a safety hazard as vehicles must be backed out onto the main highway when leaving the complex. Excessively steep sidewalks would be replaced, eliminating the hazard to both employees and the public of slipping and falling on the ice in the winter. The heating system is inadequate necessitating the use of space heaters in the bathrooms in the winter to keep pipes from freezing. Both lighting and plumbing fail to meet current building code standards. There is no room for and adequate air conditioning to protect computer equipment. No facilities exist to serve handicapped personnel or visitors.

Title: Wilson Reservoir Recreation Site

State: Nevada

District: Elko

Location: 65 miles northwest of Elko, in Elko County, northeastern Nevada

Estimate: \$400,000

Description: Construction of a 35-unit campground, 8 picnic sites, boat ramps and dock, 3 restrooms, drinking water system and service road network on the shore of 800-acre Wilson Reservoir, a popular, heavily used fishing spot. Development is in conformance with planning decisions contained in the Elko Resource Management Plan and Wilson Reservoir Recreation Area Management Plan. This project supports *Maintaining Infrastructure - Legacy 99* by assuring protection of significant resource values, providing for public safety, and furnishing access to the public land. Fees will be collected upon completion of construction. Specific measures provided by this construction and rehabilitation project include: replacement of existing fiberglass outhouses that have

become loosened from their mounting base and are beyond repair; upgrading of the potable water system to meet current demand; completion of a trailer/RV waste disposal system to eliminate pollution of the reservoir and loss of fishery as well as eliminate black water dumping along the access road; improvement of the grade and provision of an all weather surface along BLM access road #1094 to prevent motor homes and other vehicles from sliding off of the slippery clay surface; replacement of loosened and missing metal tread on an existing boat ramp; and, provision of access for the physically challenged.

Title: Boise District Warehouse
State: Idaho
District: Boise
Location: City of Boise, Ada County
Estimate: \$1,250,000

Description: Construction of a warehouse with 22,140 square feet of storage space and 6,600 square feet of covered parking space adjacent to the Boise District Office building. This facility was originally scheduled for construction immediately following completion of the District Office in 1979. To solve immediate storage problems, 6 temporary trailers and a metal shed were moved onto the new District office site to store small and daily use items. Larger items, seed and an equipment repair shop are housed across town at a facility that is provided by the U.S. Geological Survey through a use option agreement. This agreement expires in 1993. The present arrangement poses logistical, security, safety and cost efficiency problems. The proposed facility will provide storage for all district fire support supplies, general warehouse supplies, equipment and electronics repair shops, Idaho State Office cadastral survey equipment, as well as regional emergency fire rehab seed storage capability for Idaho and surrounding Great Basin states. Public health and safety would benefit as deliveries to the District Office site, located in a warehouse area on the edge of town, would remove semi trucks from congested traffic areas. BLM's operational efficiency would improve as co-locating these two portions of the district office complex would save the time spent commuting between offices for field crews and warehouse personnel, as well as improve the management and security of warehouse stores.

Recreation 2000 Initiative

Title: Yaquina Head Outstanding Natural Area Visitor Center

State: Oregon

District: Salem

Location: 90 miles southwest of Portland, in Lincoln County

Estimate: \$3,135,000

Description: The BLM-managed Yaquina Head Outstanding Natural Area (ONA) is located along the central Oregon coast. Construction of a 15,000 square foot visitor center for the Yaquina Head ONA will accommodate the 750,000 to 1,000,000 annual visitors to this Congressionally designated area managed by BLM. Major functional areas in the year-round operating facility will include office/administration, reception/information areas, restrooms, audio-visual, interpretive displays, meeting and storage rooms. Potable water will be provided and adequate sanitation facilities will be provided to accommodate visitation levels that greatly exceed the capacity of the 4 existing portable chemical toilets. Vehicle traffic will be routed away from near vertical cliffs and steep sea walls. Access to water, toilets and interpretive facilities will be provided for the physically disadvantaged. Also included are plans for reclamation and restoration of rock quarry sites as required by P.L. 96-199 which established the ONA and outlined administration and restoration requirements. This project supports *Recreation 2000* by providing for resource protection, visitor health and safety, and implementation of management and rehabilitation actions as required by P.L. 96-199.

Justification of Program and Performance

Activity: Access
Subactivity: Access and Easement Acquisition

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Adjusted Estimate	Inc. (+) Dec. (-) from Base
\$	1,300	1,283	1,358	1,370	+12
(FTE)	(30)	(30)	(30)	(30)	(---

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	1,300	-17	1,283

The impact of the reduction pursuit will be a reduction of one easement acquired and the associated administrative costs of that acquisition.

Authorization

43 U.S.C. 1701, 1715,
1762
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* authorizes the Secretary of the Interior to manage Public Lands on a multiple-use basis and to acquire by purchase, exchange, donation or eminent domain, access to Public Lands as necessary to manage those lands or interests in lands.

P.L. 84-171

The *Timber Access Road Act of July 26, 1955*, authorizes acquiring access to timber roads.

40 U.S.C. 257

The *Act of August 1, 1888*, as amended, provides condemnation authority.

Objective

The objective of the access program is to provide public access to Federal lands for appropriate uses by acquiring the necessary legal rights (easements for road and trail access) over non-Federal lands that are essential to implement planned BLM resource management programs to provide access to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system segments, wilderness/wilderness study areas, and wild and scenic rivers).

Base program

The 1991 Base funding level for the access program is \$1,358,000 and 30 FTE.

Because of the checkerboard and intermingled land ownership patterns in many parts of the West, Federal lands are often inaccessible for multiple-use or specific resource management activities because of a lack of easements to cross intervening properties. Areas or parcels that are "landlocked" by

private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners. In many cases, it is necessary for BLM to acquire legal access to Public Land from the surrounding non-Federally owned lands in order for the general public and for the BLM to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of the Public Land.

To obtain access, the BLM must survey to locate the existing or proposed road, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses. Most complaints for additional access are received from recreational users of the Public Land.

At the Base level, only the highest priority access problems will be addressed and 131 easements are planned to be acquired. Priority acquisitions will be those that provide multiple resource uses such as recreation and forestry uses. About 64 of these easements will be for multiple-use purposes (for example, recreation, range, or wildlife) and 67 of these access acquisitions will facilitate predominantly forestry use of Public Land.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	1,358	1,370	+12
(FTE)	(30)	(30)	(---)

An increase of \$12,000 is needed to acquire one easement in support of the *Recreation 2000* objectives of ensuring legal and physical access to priority recreation management areas and improve opportunities for public enjoyment of the Public Land.

Access Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
<u>Workload Measure</u>					
Easements acquired (#)	131	130	131	132	+1

Distribution of change by object class

The object class detail for the proposed increase of \$12,000 is as follows:

	FTE	Amount
Lands and structures	---	<u>12,000</u>
Total		\$12,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Construction and Access

	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
-----	-----	-----	-----	-----	-----	-----
Object Class						

11. Personnel compensation:						
11.1 Permanent positions.....	25	969	34	1294	9	325
11.3 Positions other than permanent....	5	108	6	145	1	37
11.5 Other special compensation		0		21		
	-----	-----	-----	-----	-----	-----
Total personnel compensation	30	1077	40	1460	10	383
Other Objects						

12.1 Personnel benefits.....		155		207		52
21.1 Travel and transportation of persons.....		82		110		28
22.0 Transportation of things.....		10		42		32
23.2 Rental payments to others.....		10		22		12
23.3 Communications, utilities, and miscellaneous charges.....		5		65		60
24.0 Printing and reproduction.....		2		10		8
25.0 Other services.....		2		750		748
26.0 Supplies and materials.....		10		115		105
31.0 Equipment.....		5		25		20
32.0 Lands and structures.....				5877		5877
Total Requirements.....		1358		8683		7325

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
SUMMARY OF BUDGET AUTHORITY AND OUTLAYS
(in thousands of dollars)

	FY 1989	FY 1990	FY 1991
Enacted/requested:			
Budget authority.....	6,607	8,538	8,683
Outlays.....	3,222	5,190	7,969
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	(1,238)
Outlays.....	0	0	(310)
Total:			
Budget authority.....	6,607	8,538	7,445
Outlays.....	3,222	5,190	7,659

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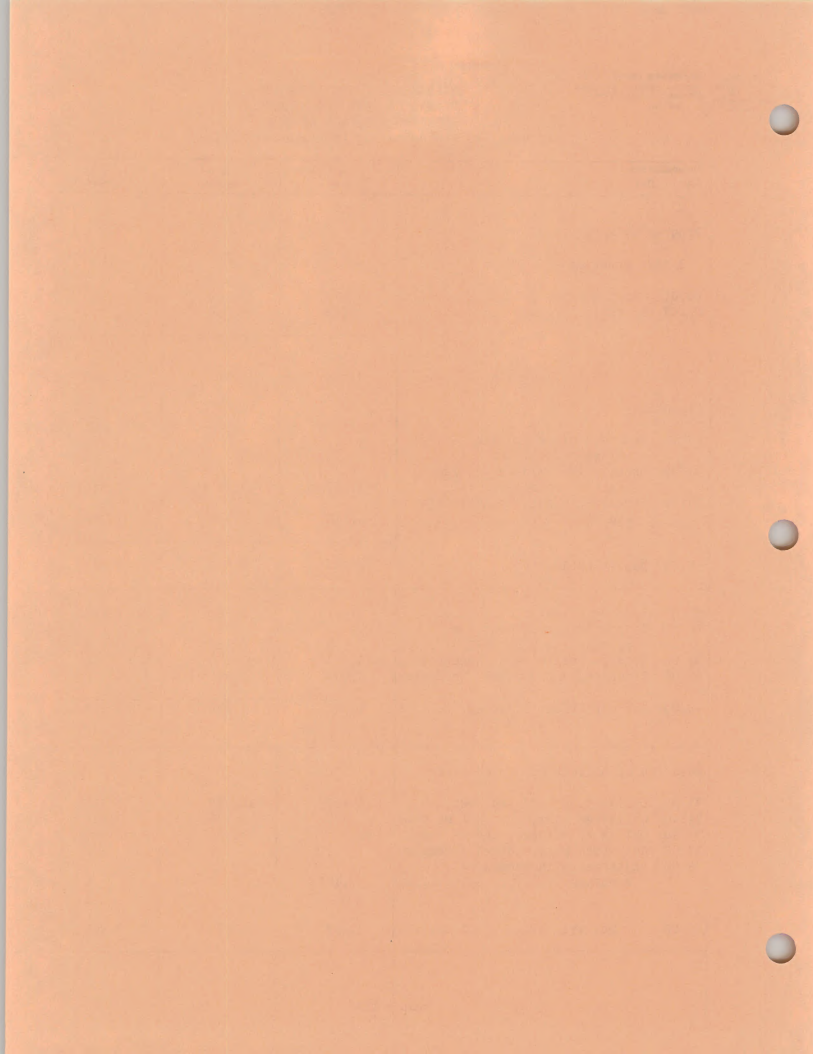
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

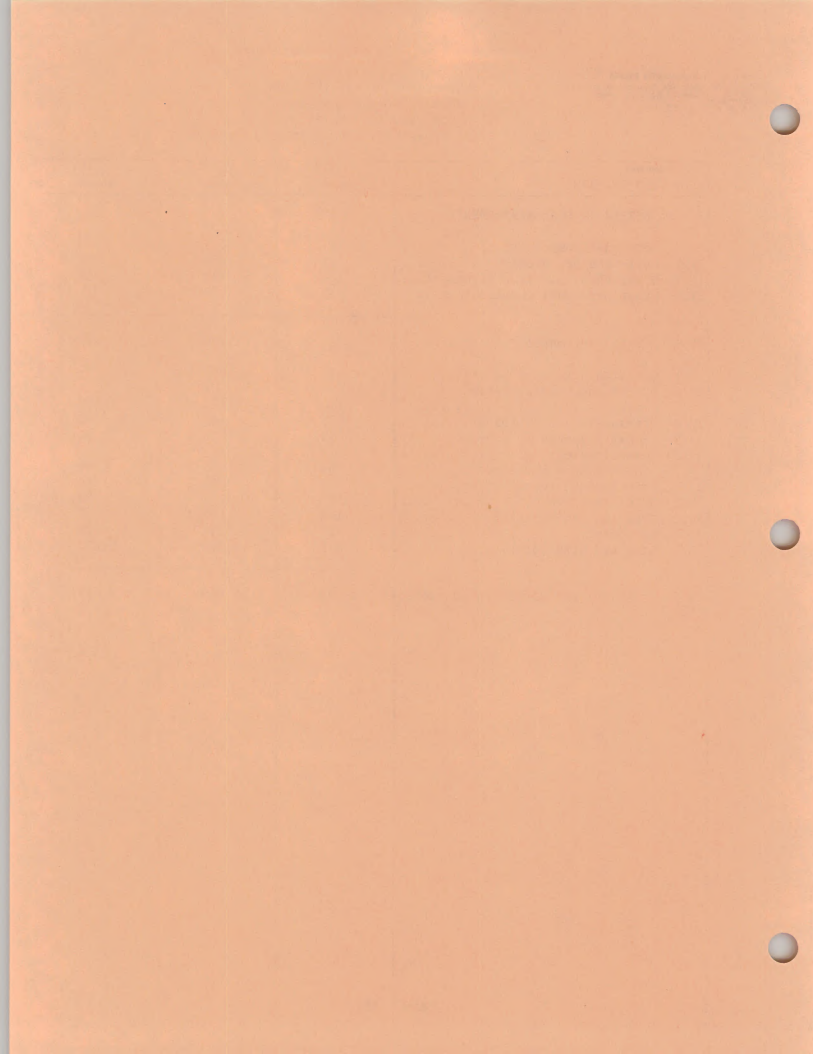
Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1110-0-1-302			
Program by activities:			
Direct program:			
00.01 Construction.....	3,029	9,900	7,313
00.02 Access.....	1,459	1,000	1,370
10.00 Total obligations.....	4,488	10,900	8,683
Financing:			
17.00 Recovery of prior year obligations.....	(42)	0	0
21.40 Unobligated balance available, start of year.....	(1,557)	(3,718)	(1,356)
24.40 Unobligated balance available, end of year.....	3,718	1,356	1,356
39.00 Budget authority.....	6,607	8,538	8,683
40.00 Appropriation.....	5,431	5,961	8,683
40.00 Appropriation..(Reduction pursuant to P.L. 99-177).....	0	(79)	0
41.00 Transferred to other accounts...	(4,824)	0	0
42.00 Transferred from other accounts.	6,000	2,656	
43.00 Appropriation (adjusted).....	6,607	8,538	8,683
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	4,488	10,900	8,683
72.40 Obligated balance, start of year	899	2,125	7,835
74.40 Obligated balance, end of year..	(2,125)	(7,835)	(8,549)
77.00 Adjustments in expired accounts.	2	0	0
78.00 Adjustments in unexpired accounts.....	(42)	0	0
90.00 Outlays.....	3,222	5,190	7,969



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS

Object Classification (in thousands of dollars)

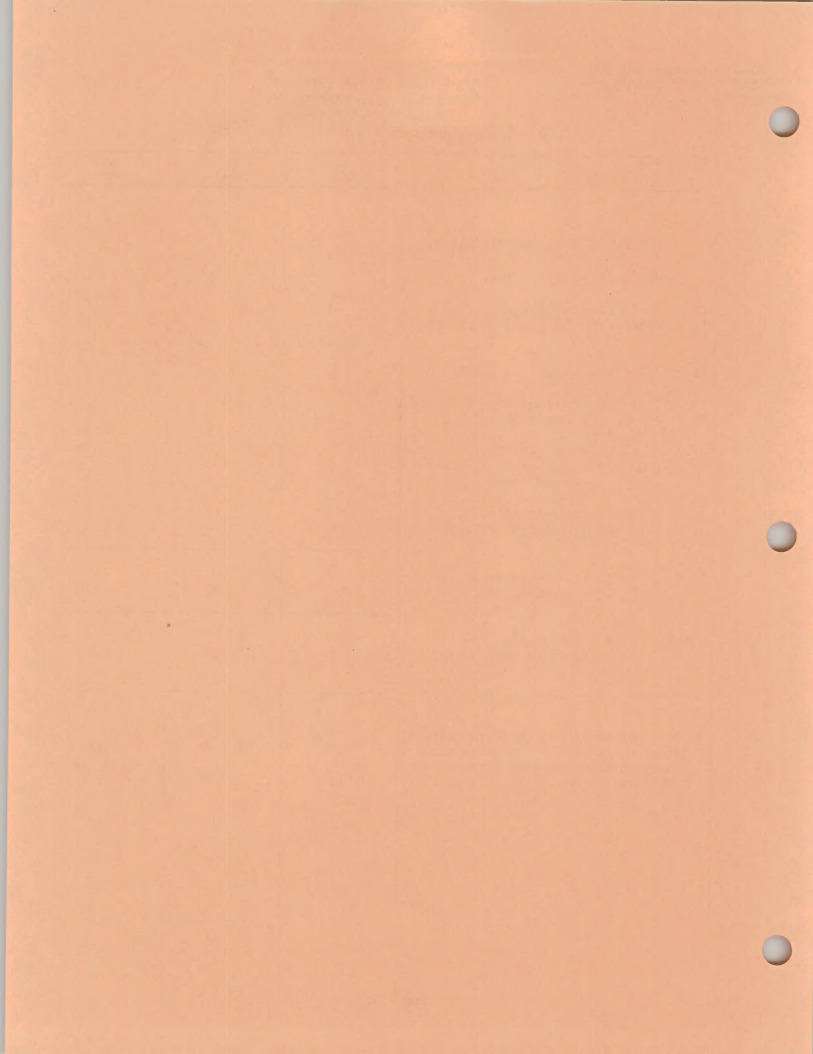
Identification code	89 19 actual	90 19 estimate	91 19 estimate
14-1110-0-1-302			
BUREAU OF LAND MANAGEMENT			
Personnel compensation:			
11.1 Full-time permanent.....	1,271	1,250	1,294
11.3 Other than full-time permanent...	144	140	145
11.5 Other personnel compensation.....	10	20	21
11.9 Total personnel compensation..	1,425	1,410	1,460
12.1 Civilian personnel benefits.....	211	200	207
21.0 Travel and transportation of persons.....	110	115	110
22.0 Transportation of things.....	38	40	42
23.2 Rental payments to others.....	14	20	22
23.3 Communications, utilities, and miscellaneous charges.....	59	60	65
24.0 Printing and reproduction.....	6	10	10
25.0 Other services.....	619	700	750
26.0 Supplies and materials.....	116	120	115
31.0 Equipment.....	26	25	25
32.0 Land and structures.....	672	7,960	5,877
99.0 Total BLM direct obligations.	3,296	10,660	8,683



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS

Object Classification (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1110-0-1-302			
FEDERAL HIGHWAY ADMINISTRATION			
Personnel compensation:			
11.1 Full-time permanent.....	18	35	0
11.3 Other than full-time permanent...	3	5	0
11.9 Total personnel compensation...	21	40	0
12.1 Civilian personnel benefits.....	2	5	0
21.0 Travel and transportation of persons.....	2	5	0
22.0 Transportation of things.....	5	0	0
23.3 Communications, utilities, and miscellaneous charges.....	1	0	0
25.0 Other services.....	62	0	0
26.0 Supplies and materials.....	1	0	0
32.0 Land and structures.....	1,098	190	0
99.0 Subtotal, obligations, alloca- tion accounts, direct.....	1,192	240	0
99.99 Total obligations, Construction and Access.....	4,488	10,900	8,683
Obligations are distributed as follows:			
Interior, Bureau of Land Management..	3,296	10,660	8,683
Transportation--Federal Highway Administration.....	1,192	240	0



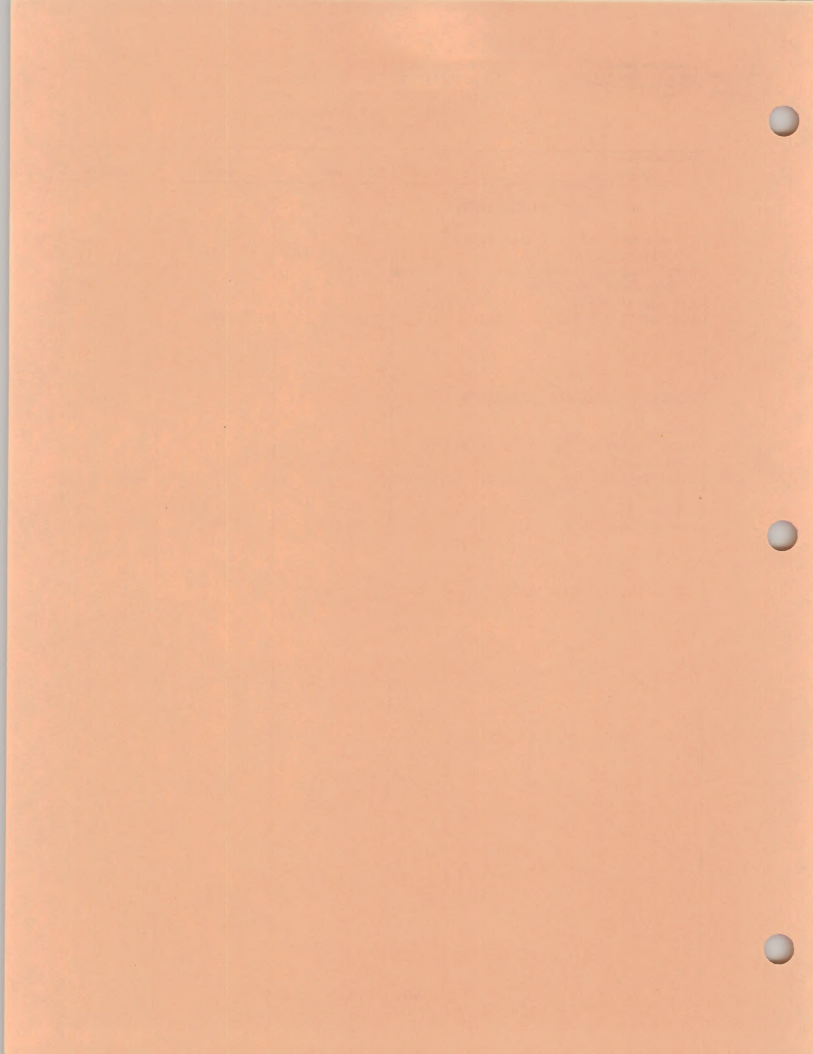
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1110-0-1-302			
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions.....	35	33	34
Total compensable workyears: Full-time equivalent employment.....	41	39	40
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078
FEDERAL HIGHWAY ADMINISTRATION			
Total number of full-time permanent positions.....	1	1	0
Total compensable workyears: Full-time equivalent employment.....	1	1	0
Average GS grade.....	9.30	9.30	0
Average GS salary.....	29,874	30,986	0

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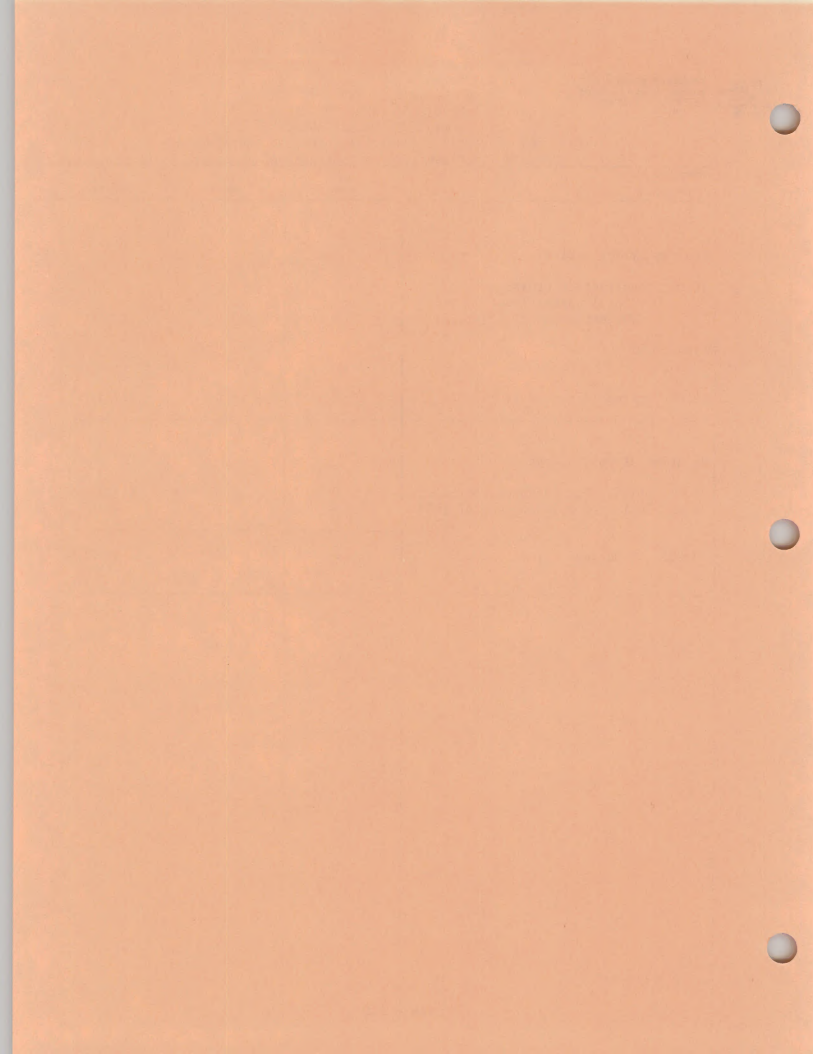
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS

(Proposed for later transmittal, proposed legislation)
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1110-2-1-302			
Program by activities:			
10.00 Construction projects (Total obligations) (Object class 32.0).....	0	0	(1,238)
Financing:			
40.00 Appropriation.....	0	0	(1,238)
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	0	0	(1,238)
74.40 Obligated balance, end of year..	0	0	928
90.00 Outlays	0	0	(310)



Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

This appropriation provides for payments in lieu of taxes to counties and other units of general local governments for lands located within their boundaries which are administered by BLM, the Forest Service, the National Park Service, and certain other agencies, under the authority of 31 U.S.C. 6901-07.

The law provides for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act; or a payment of 10 cents per acre, whichever is greater. However, the payment of each recipient may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970 as additions to the National Park System or National Forest Wilderness Areas, and for any land or interests in lands owned by the Government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586).

The 1991 request for Payments in Lieu of Taxes is \$105,000,000, the same amount as 1990, which will provide the full level of payments to all units of general local government as authorized under current statutory formulas.

Appropriation Language Sheet

Payments in Lieu of Taxes

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), \$105,000,000, of which not to exceed \$400,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Appropriation: Payments in Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907), \$105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed \$400,000 shall be available for administrative expenses.

P.L. 101-121

P.L. 101-121, the 1990 Appropriations Act for the Department of the Interior and Related Agencies, provides such funding authority in 1990.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: PAYMENTS IN LIEU OF TAXES

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990.....	1	105000		
REDUCTION PURSUANT TO P.L. 99-177.....	0	0		
ADJUSTED APPROPRIATION, 1990.....	1	105000		
ADJUSTMENTS TO BASE:				
TOTAL ADJUSTMENTS TO BASE.....	0	0		
1991 BASE BUDGET.....	1	105000		
Program Changes (Changes to base budget, detailed below).....	0	0		
TOTAL REQUIREMENTS (1991 estimate).....	1	105000		

Comparison by activities/ subactivities	1989		1990		1990		1991		1991		Inc./Dec. from 1990		Inc./Dec. from 199		Inc./Dec. from 1991	
	Actual	Enacted	Enacted	to Date	PL99-177	Adjusted	Base	Amount	Estimate	Amount	FTE	Amount	Adj	Approp	Base	Amount
	FTE	Amount	FTE	Amount	Amount	Amount	FTE	Amount	FTE	Amount	FTE	Amount	Amount	Amount	FTE	Amount
Payments in Lieu of Taxes.....	1	105000	1	105000	0	105000	1	105000	1	105000	0	0	0	0	0	0

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	105,000	105,000	105,000	105,000	---
(FTE)	(1)	(1)	(1)	(1)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	105,000	---	105,000

There was no reduction in this account pursuant to PL 99-177.

Authorization

31 U.S.C. 6901-6907
P.L. 97-258

The *Payment-In-Lieu of Taxes Act of 1976* as amended authorizes and directs the Secretary of the Interior to make a payment for each fiscal year to each unit of local general government in which entitlement land . . . is located."

Objectives

The objectives of the Payment in Lieu of Taxes (PILT) program are to:

- o Determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- o Make payments, to the extent that funds are available, to all qualified recipients.

1991 program

Public Law 97-258, as amended (31 U.S.C. 6901-07), commonly referred to as the "Payment In-Lieu of Taxes Act", provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments that local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make several types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

"Entitlement Land" Payments

31 U.S.C. 6901 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest

System and the National Park System; lands administered by the Bureau of Land Management (except for Oregon & California Grant Lands, and the revested and reconveyed Coos Bay Wagon Roads, both of which are provided for through separate revenue sharing laws); lands dedicated to the use of Federal water resource development projects; dredge disposal areas under the jurisdiction of the Army Corps of Engineers; and, effective in 1979, National Wildlife Refuge Areas withdrawn from the Public Domain; inactive and semi-active Army installations used for non-industrial purposes; and certain lands donated to the United States Government by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the PILT program is the higher of either of the following alternatives:

- (1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local government and are not deducted from the payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

- (a) Department of Agriculture Appropriations Act of 1908, (35 Stat. 251, 16 U.S.C. 500);
- (b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);
- (c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);
- (d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);
- (e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 3151);
- (f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);
- (g) The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);
- (h) The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);
- (i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);
- (j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and
- (k) Refuge Revenue Sharing Act of 1978, (92 Stat. 1321, 16 U.S.C. 715(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

- (2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at \$50 per capita (for population of up to 5,000) and rising to a maximum payment of \$1,000,000. Under Alternative (1), if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 6904 Payments

31 U.S.C. 6904 authorizes payments for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 6901. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 6904 payments for each acquisition are to be made annually for 5 years following each acquisition.

Federal payments of \$100 or more made under section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

Section 6905 Payments

31 U.S.C. 6905 authorizes payments for any lands or interests in lands owned by the Government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586, 94 Stat. 3383). Section 6905 payments will continue beyond the 5-year limitation. These payments will continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year in which the property was acquired by the Federal Government.

Administrative Expenses

Up to \$400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with other Federal land-managing agencies, communications with State governors, offices and counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	1989 PAYMENT
Alabama	\$ 118,079
Alaska	5,532,754
Arizona	8,276,434
Arkansas	1,108,891
California	10,924,021
Colorado	6,820,584
Connecticut	18,272
Delaware	4,627
District of Columbia	5,207
Florida	1,020,826
Georgia	681,401
Guam	2,477
Hawaii	36,263
Idaho	7,588,136
Illinois	219,611
Indiana	167,923
Iowa	127,491
Kansas	338,195
Kentucky	575,421
Louisiana	154,384
Maine	73,909
Maryland	36,738
Massachusetts	51,950
Michigan	1,302,362
Minnesota	882,904
Mississippi	384,912
Missouri	1,119,475
Montana	8,175,077
Nebraska	356,083
Nevada	6,103,596
New Hampshire	211,602
New Jersey	35,024
New Mexico	10,598,873
New York	40,393
North Carolina	1,294,200
North Dakota	552,906
Ohio	146,405
Oklahoma	780,986
Oregon	2,899,181
Pennsylvania	216,830
Puerto Rico	7,827
South Carolina	130,421
South Dakota	1,673,674
Tennessee	469,004
Texas	1,282,919
Utah	9,266,606
Vermont	233,297
Virgin Islands	80,417
Virginia	1,221,032
Washington	1,430,437
West Virginia	845,186
Wisconsin	372,031
Wyoming	<u>7,856,811</u>
TOTAL	\$103,854,065

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Payments in Lieu of Taxes

	1991 Base and Estimate	
	FTE	Amount
	---	-----
Object Class		

11. Personnel compensation:		
11.1 Permanent positions.....	1	44
	-----	-----
Total personnel compensation	1	44
Other Objects		

12.1 Personnel benefits.....		7
23.2 Rental payments to others.....		2
24.0 Printing and reproduction.....		5
25.0 Other services.....		230
26.0 Supplies and materials.....		2
41.0 Grants, subsidies, and contributions		104710
Total Requirements.....		105000

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES

Program and Financing (in thousands of dollars)

Identification code 14-1114-0-1-806	19 ⁸⁹ actual	19 ⁹⁰ estimate	19 ⁹¹ estimate
Program by activities:			
10.00 Total obligations.....	104,152	105,000	105,000
Financing:			
25.00 Unobligated balance lapsing.	848	0	0
40.00 Budget authority (Appropriation).....	105,000	105,000	105,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	104,153	105,000	105,000
72.40 Obligated balance, start of year.....	156	160	0
74.40 Obligated balance, end of year..	(160)	0	0
77.00 Adjustments in expired accounts.	(50)	0	0
90.00 Outlays.....	104,099	105,160	105,000

110 : 1981 0 - 94-246 (5339)



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES

Object Classification (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1114-0-1-806			
11.1 Personnel compenstation:			
Full-time permanent.....	58	42	44
12.1 Civilian personnel benefits.....	8	6	7
23.2 Rental payments to others.....	0	2	2
24.0 Printing and reproduction.....	2	5	5
25.0 Other services.....	230	230	230
26.0 Supplies and materials.....	0	5	2
41.0 Grants, subsidies, and contributions.....	103,854	104,710	104,710
99.9 Total obligations.....	104,152	105,000	105,000



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STANDARD FORM 300

July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1114-0-1-806			
Total number of full-time permanent positions.....	1	1	1
Total compensable workyears: Full-time equivalent employment.....	1	1	1
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	28,874	30,986	32,078

129 : 1981 12 - 941-246 (5-79)



Appropriation Summary Statement

Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters, or interests therein, essential to improving the manageability of the Public Land and to purchase or make equalization payments for land exchanges in response to specific Acts of Congress.

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called *"America the Beautiful."* The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Under the Interior Department's portion of *"America the Beautiful,"* funding for the Bureau of Land Management will be provided in 1991 for the acquisition of lands which meet the objectives of enhancing recreation and protecting critical natural resources.

Both current funding and proposed increases for these activities will be included in a new Department-wide *"America the Beautiful"* account subject to annual appropriations. Therefore, the "current law" amount is the same as the 1990 adjusted appropriation, \$12,556,000; which is also the 1991 President's Budget request if the *"America the Beautiful"* legislation is not enacted by Congress. This justification is prepared on a "current law" basis with the *"America the Beautiful"* increment displayed as non-add amounts.

If the *"America the Beautiful"* program is approved by the Congress, the Bureau of Land Management will receive \$24,278,000, an increase of \$11,722,000 over the "current law" request, from the new *"America the Beautiful"* account.

Appropriation Language Sheet

Land Acquisition

For expenses necessary to carry out the provisions of Sections 205, 206 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interest therein, [\$12,610,000] *\$12,556,000*, to be derived from the Land and Water Conservation Fund, to remain available until expended.

(16 U.S.C. 460(1), 460(y), 43 U.S.C. 1715, 43 U.S.C. 1716, 43 U.S.C. 1748; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Land Acquisition

1. For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interests therein, [\$12,610,000] \$12,566,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

16 U.S.C. 460(l)
16 U.S.C. 460(y)
43 U.S.C. 1715
43 U.S.C. 1716
43 U.S.C. 1748
P.L. 101-121

16 U.S.C. 460(l) provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area (NCA) and are to remain available until expended.

16 U.S.C. 460(y) authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area (NCA).

43 U.S.C. 1715 FLPMA Section 205 authorizes the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

43 U.S.C. 1716 FLPMA Section 206 authorizes the exchange of Public Lands when the exchange serves the public interest.

43 U.S.C. 1748 FLPMA Section 318(d) authorizes the Secretary of the Interior to use the Land and Water Conservation Fund to purchase lands necessary for proper management of Public Lands which are primarily of value for outdoor recreation purposes.

Public Law 101-121, the 1990 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for BLM programs in 1990.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: LAND ACQUISITION

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990.....			20	12610
REDUCTION PURSUANT TO P.L. 99-177.....			0	-54
ADJUSTED APPROPRIATION, 1990.....			20	12556
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177.....		5		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE.....		25		
ADJUSTMENT FOR ONE TIME ACQUISITION PROJECTS.....		-11461		
TOTAL ADJUSTMENTS TO BASE.....			0	-11431
1991 BASE BUDGET.....			20	1125
Program Changes (Changes to base budget, detailed below).....			0	11431
TOTAL REQUIREMENTS (1991 ESTIMATE).....			20	12556
PROPOSED LAW: AMERICA THE BEAUTIFUL.....			[+10] [+11722]	

Comparison by activities/ subactivities	1989		1990		PL99-177 Reduct Amount	1990 Adjusted Approp. Amount		1991 Base Estimate		Inc./Dec. from 1990 Approp.		Inc./Dec. from 199 Adj Approp Amount		Inc./Dec. from 1991 Base	
	FTE	Amount	FTE	Amount		FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Acquisition.....	0	11690	0	11510	-49	11461	0	0	0	11431	0	-79	-30	0	11431
2. Acquisition Management.....	29	600	20	1100	-5	1095	20	1125	20	1125	0	25	30	0	0
Total Requirements.....	29	12290	20	12610	-54	12556	20	1125	20	12556	0	-54	0	0	11431
Proposed Law: America the Beautiful...										[10] [24278]				[+10] [+11722]	

1/

1/ Amount shown is increase over \$12556 proposed in 91 Est. as current law America the Beautiful.

Justification of Base Adjustments

Land Acquisition

	FTE	(\$000)
<u>Additional cost in 1991 of the 1991 pay raise.....</u>	---	+25
The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. All of this amount is for the general schedule pay. The 1991 cost of the remaining 60 percent will be absorbed in FY 1991.		
<u>Adjustment for 1990 effect of P.L. 99-177.....</u>	---	+5
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
<u>Adjustment for 1990 one time acquisition projects.....</u>	---	-11,461
An adjustment is made to the base level to reflect the reduction of one time funding for acquisition projects in 1990.		
 Total Adjustment to Base	 ---	 -11,431

Budgetary Resources for Land Acquisition
BUREAU OF LAND MANAGEMENT

Account: Land Acquisition (14-5033-0-2-302)

FY 1990 Budgetary Status

Budget authority available:

(dollars in thousands)

Appropriation realized	\$12,556
Prior-year unobligated balance brought forward.	3,154
Transferred from other accounts 1/.....	<u>2,817</u>
Total BA available for obligation	\$18,527

Less anticipated obligations (by activity):

1. Acquisition management	\$ 1,095
2. Acquisitions	<u>11,432</u>
Total anticipated obligations	12,527

1991 Request

Anticipated unobligated balance brought forward	\$ 6,000
--	----------

Plus increases proposed (by activity):

1. Acquisition management	\$ 1,125
2. Acquisitions	<u>11,431</u>
Total increase proposed	12,556

Total anticipated BA available for obligation	<u>\$18,556</u>
---	-----------------

1/ This transfer is full repayment of 1989 firefighting transfers made under section 102 of the 1989 Department of the Interior Appropriations Act.

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by ActivityAccount: Land Acquisition
(14-5033-0-2-302)

(dollars in thousands)

	1989 Actual	1990 Estimate	1991 Estimate	Dec. (-) Inc. (+) From 1990
1. Acquisition Management				
BA available for obligation:				
Appropriation	600	1,100	1,125	+25
Sequester	---	-5	---	+5
Unoblig. bal. brt. fwd.	---	---	---	---
Total BA available	600	1,095	1,125	+30
Less obligations	-600	-1,095	-1,125	-30
Unoblig. balance brt. fwd.	---	---	---	---
(FTE)	(29)	(20)	(20)	(---)
2. Acquisitions				
BA available for obligation:				
Appropriation	11,690	11,510	11,431	-79
Sequester	---	-49	---	+49
Unoblig. bal. brt. fwd.	+1,160	+3,154	6,000	+2846
Recovery of prior year obligations	+65	---	---	---
Transfers to (-) or from (+) other accounts	+863	+2,817	---	-2,817
Total BA available	13,778	17,432	17,431	-1
Less obligations	-10,624	-11,432	-11,431	+1
Unoblig. balance brt. fwd.	3,154	6,000	6,000	---
(FTE)	(---)	(---)	(10)	(+10)
Account Total:				
BA available for obligation:				
Appropriation	12,290	12,610	12,556	-54
Sequester	---	-54	---	+54
Unoblig. bal. brt. fwd.	+1,160	+3,154	+6,000	+2,846
Recovery of prior year obligations	+65	---	---	---
Transfers to (-) or from (+) other accounts	+863	+2,817	---	-2,846
Total BA available	14,378	18,527	18,556	+29
Less obligations	11,224	-12,527	-12,556	-29
Unoblig. balance brt. fwd.	3,154	6,000	6,000	---
(FTE)	(29)	(20)	(30)	(+10)

Justification of Program and Performance

Appropriation: Land Acquisition

(dollars in thousands)

Program Element		1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Current Law:						
Acquisition Management	\$	1,100	1,095	1,125	1,125	---
	(FTE)	(20)	(20)	(20)	(20)	(---)
Acquisition	\$	11,510	11,461	---	11,431	+11,431
	(FTE)	(---)	(---)	(---)	(10)	(+10)
Total Requirements	\$	12,610	12,556	1,125	12,556	+11,431
	(FTE)	(20)	(20)	(20)	(20)	(---)
Proposed Law:						Inc./Dec.
<i>America the Beautiful</i>						<u>Cur. Law</u>
	\$				[24,278]	[+11,722]
	(FTE)				[(30)]	[(+10)]

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 <u>B.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
\$	12,610	-54	12,556

The reduction pursuant to PL 99-177 will be a reduction in support to each planned acquisition project which may result in the delay of some acquisition projects which cannot be divided into phases.

Authorization

43 U.S.C. 1715, 1748(d)
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d) of FLPMA).

16 U.S.C. 460(l), 460(y)
P.L. 95-352

The *King Range National Conservation Area Act of 1970*, as amended, authorizes acquiring lands or interests in lands, within the area and selected adjacent lands.

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, to authorize the Masau Trail, and for other purposes, authorizes acquiring lands and interests in lands within the area designated as the El Malpais National Conservation Area.

Objective

The objective of the Land Acquisition program is to improve the management of the Public Land and to carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands. Acquisition funds can be provided from either the Land and Water Conservation Fund (LWCF) or from the General Fund depending upon the terms of the actual appropriation.

1991 Program--Current Law

If the *America the Beautiful* program is not enacted, the current law request would be the same as that shown below under proposed law, except that \$11,722,000 less in acquisition projects would be included.

1991 Program--Proposed Law:

Proposed Law: *America The Beautiful*
Changes to Current Law Resulting
from Proposed Legislation

(Dollars in thousands)

	1990 Current <u>Law</u>	1991 Proposed <u>Law</u>	<u>Difference</u>
\$	12,556	24,278	+11,722
(FTE)	(20)	(30)	(+10)

The 1991 program under "proposed law" will be directed toward acquisition management of priority land acquisition projects and land acquisition of 31 of the highest priority projects. Each project was identified and ranked using the specific land acquisition criteria identified within the Department of the Interior. The following list of 31 projects within the "proposed law" proposal is ranked in priority order as determined using the Departmental criteria.

The 1991 program level also includes \$1,125,000 for Acquisition Management. This funding provides the required technical, administrative and programmatic support for the acquisition of lands. This funding includes the costs of title services, appraisals, surveys and administrative and other labor services necessary to implement project acquisitions. This funding also is used for planning projects.

Also \$1,500,000 is provided for "Emergencies, Hardships and Inholding Acquisitions." This funding provides for the acquisition of certain tracts of land within designated recreation or conservation project areas which might become available for acquisition upon short notice, or due to emergency circumstances. These acquisitions will prevent development or uses which may adversely impact resource values in the project areas or special areas and will facilitate implementation of the management objectives for the areas. This funding will enable the BLM to take advantage of "windows of opportunity" in the acquisition of important tracts as they become available or where

potential new property uses threaten resource values within a project area. Use of emergency funding will provide for, in certain cases, the acquisition of lands, before the lands can be converted to a higher commercial value use and become more expensive for acquisition.

The following 31 projects are included in the 1991 Proposed Law program and are summarized on individual narrative pages for each project. They are presented in priority order based upon the application of the Departmental land acquisition criteria.

1991 "Proposed Law" Acquisition Projects

<u>Projects</u>	<u>Amount</u>
1. North Fork American River, CA	\$ 100,000
2. Upper Sacramento River, CA	800,000
3. San Pedro ACEC, AZ	770,000
4. New River ACEC, OR	1,500,000
5. South Fork Snake River, ID	1,300,000
6. Snake River Birds of Prey, ID	153,000
7. South Merced River, CA	250,000
8. Lower Salmon River ID	1,000,000
9. Eagle Lake, CA	400,000
10. Bonita Creek ACEC, AZ	330,000
11. Steens Mtns, OR	1,350,000
12. Big Wood River, ID	200,000
13. Owyhee River, OR/ID	1,320,000
14. Bizz Johnson Tr. CA	300,000
15. Santa Rosa Mountains, CA	1,500,000
16. King Range, CA	500,000
17. Carrizo Plains, CA	4,500,000
18. Desert Tortoise Natural Area, CA	200,000
19. White Mountains	
National Recreation Area, AK	410,000
20. Blackwell Island, ID	250,000
21. Cache Cr. CA	1,500,000
22. Canon Tapia, NM	160,000
23. Big Hole River, MT	180,000
24. Blue Water Canyon, NM	175,000
25. East Mojave National Scenic Area, CA	300,000
26. Upper Missouri River, MT	300,000
27. Dolores River Access, CO	100,000
28. Phoenix Wilderness, AZ	580,000
29. Ruby Canyon, CO	350,000
30. Chuckwalla Bench, CA	700,000
31. Indian Creek National Trail, CA	175,000
Acquisition Management	1,125,000
Emergencies, Hardships and Inholdings	<u>1,500,000</u>

Total

24,278,000

An increase of \$11,722,000 and 10 FTE is proposed as a part of the Presidential initiative *America the Beautiful*. The President's *America the Beautiful* initiative is proposed to benefit the environment and enhance recreation opportunities. The BLM land acquisition program will acquire high priority projects that meet that goal. The identified projects will provide additional recreation opportunities for the American people, and protect natural resources and biological values that are nationally significant in their diversity, quantity and quality. This significance has been recognized by the Congressional designation given to the many areas in which acquisitions will be made, and the public interest generated about these acquisition projects. The public's support and appreciation of the BLM's multiple-use

policies is directly related to the BLM's ability to acquire critical properties and provide the management and resource protection to the areas as they may require.

Distribution of change by object class

The object class detail for the "proposed law" increase of \$11,722,000 and 10 FTE is as follows:

	FTE	Amount
Personnel compensation	10	\$ 320,000
Personnel benefits		65,000
Travel and transportation of persons		40,000
Transportation of things		20,000
Lands and Structures		<u>11,277,000</u>
		\$11,722,000

COMPREHENSIVE LAND ACQUISITION TABLE
\$000

Project and Location (Park, Refuge, Site)	DOI Rank	Est. Unoblig.	% of total acreage to be acq. by 9/30/91	Total Acres	Benefits	Remarks
		Balances		Remaining		
		as of 9/30/90 \$/Acres		to be acq. after 91		
1. N. Fork American River, CA	1	100/120A	91%	240A	Recreation	
2. Upper Sacramento River, CA	2	800/1,700A	64%	3,000A	Recreation/Wildlife	
3. San Pedro ACEC, AZ	3	770/1,020A	100%	0	Riparian/Recreation	
4. New River ACEC, OR	4	1,500/1,000A	56%	880A	Riparian/Wildlife	
5. S. Fork Snake River, ID	5	1,300/1,300A	76%	400A	Recreation	
6. Snake R. Birds of Prey, ID	6	153/359A	100%	0	Recreation	
7. S. Merced River, CA	7	250/160A	33%	800A	Recreation	
8. Lower Salmon Rv. ID	8	1,000/1,200A	77%	368A	Recreation	
9. Eagle Lake, CA	13	400/138A	4%	3,162A	Recreation	
10. Bonita Creek ACEC, AZ	20	330/2,180A	100%	0	Riparian	
11. Steens Mtns, OR	25	1,350/10,890A	11%	81,760	Recreation/Wildlife	
12. Big Wood River, ID	34	200/500A	100%	0	Riparian	
13. Cwyhee River, OR/ID	39	1,320/1,500A	75%	676A	Recreation	
14. Bizz Johnson Tr. CA	55	300/150A	88%	230A	Recreation	
15. Santa Rosa Mtns, CA	59	1,500/1,500A	2%	103,500A	Wildlife	
16. King Range, CA	61	500/240A	96%	950A	Recreation/Wildlife	
17. Carrizo Plains, CA	64	4,500/30,000A	91%	13,000A	Wildlife	
18. Des. Tortoise Nat'l Area, CA	65	200/1,500A	63%	2,624A	Wildlife	
19. White Mtn. NRA ACQ., AK	66	410/184A	100%	0	Recreation	
20. Blackwell Island, ID	63	250/28A	100%	0	Recreation	
21. Cache Cr. CA	70	1,500/1200A	10%	27,000A	Wildlife	
22. Canon Tapla, NM	71	160/400A	100%	0	Cultural Resources	
23. Big Hole River, MT	73	180/439A	100%	0	Wildlife	
24. Blue Water Canyon, NM	74	175/196A	100%	0	Riparian	
25. E. Mojave N. Scenic A, CA	76	300/800A	1%	118,657A	Wildlife/Recreation	
26. Upper Missouri River, MT	78	300/14,410A	100%	0	Recreation/Exchange	
27. Dolores River Access, CO	80	100/400A	100%	0	Wildlife/Recreation	
28. Phoenix Wilderness ACQ, AZ	84	580/3,280A	100%	0	Wildlife/Recreation	
29. Ruby Canyon, CO	85	350/1,137A	72%	453A	Wildlife	
30. Chuckwalla Bench, CA	87	700/1,000A	22%	26,200A	Wildlife	
31. Indian CR N. Tr., CA	94	175/500A	100%	0	Recreation	

Bureau of Land Management

1991 Land Acquisition Program

Project Area: 1. North Fork American River, CA

Location: Placer County, CA; Congressional District CA-18

Cost Detail:

	<u>FY 1991</u>			<u>Future</u>		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
<u>Acres</u>	<u>Acre</u>	<u>Amount</u>	<u>Acres</u>	<u>Acre</u>	<u>Amount</u>	
Land	120A	\$833/A	\$100	240A	\$1042/A	\$250

Improvements: Unimproved land.

Description: The North Fork of the American River is congressionally designated as a Wild and Scenic River. The acquisition of key parcels along this river is critical to preserve and manage public access, which will protect and maintain the wild and scenic quality of this river corridor.

Funding would provide for acquisition of 10 parcels which would provide needed access to this Wild and Scenic River. Most parcels can be acquired through exchange, but one 120 acre parcel requires purchase.

Need: These acquisitions are needed to maintain recreational access to this component of the Wild and Scenic River System.

Project Area: 2. Upper Sacramento River, CA

Location: Tehama County, CA; Congressional District CA-2

Cost Detail:

	<u>FY 1991</u>			<u>Future</u>		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
<u>Acres</u>	<u>Acre</u>	<u>Amount</u>	<u>Acres</u>	<u>Acre</u>	<u>Amount</u>	
Land	1,700A	\$470/A	\$800	3,000A	\$1,233/A	\$3,700

Improvements: Unimproved Land

Description: The Upper Sacramento drains nearly 27,000 square miles of north central California and includes the major population centers of northern California. Steady development pressures and shortages of public access make continued acquisition crucial. The acquisition involves 1,700 acres in the 7 mile segment managed by BLM. The riparian river lands continue to be developed and seriously threaten major wildlife habitat areas. The river also provides excellent salmon, trout and steelhead fishing.

Need: The 1,700 acre acquisition parcel will protect critical wildlife habitat and provide river access adjacent to the only public road serving this segment of the river. The acquisition is necessary to enhance recreational opportunities in North Central California and to protect wildlife values. The acquisition is identified in a comprehensive river management plan supported by a consortium of State, County, and private entities, the Bureau of Reclamation and the U.S. Army Corps of Engineers.

1991 Land Acquisition Program

Project Area: 3. San Pedro Riparian National Conservation Area, AZ

Location: Cochise County, AZ; Congressional District AZ-5

Cost Detail:

		<u>FY 1991</u>			<u>Future</u>	
		Average	(000s)		Average	(000s)
		Cost/	Total		Cost/	Total
<u>Acres</u>	<u>Acres</u>	<u>Acres</u>	<u>Amount</u>	<u>Acres</u>	<u>Acres</u>	<u>Amount</u>
Land	1,020A	\$765/A	\$770	---	---	---

Improvements: Unimproved land.

Description: This funding is needed to complete the acquisition of 1020 acres of private inholdings in the congressionally designated 52,628 acre San Pedro Riparian National Conservation Area. This desert riparian area contains 33 miles of perennial stream, diverse wildlife habitat, cultural resources and excellent recreational areas previously closed to the public.

Need: The acquisition of these tracts will complete acquisition of inholdings to protect riparian and wildlife values in the San Pedro Riparian National Conservation Area.

Project Area: 4. New River ACEC, OR

Location: Coos County, OR; Congressional District OR-4

Cost Detail:

		<u>FY 1991</u>			<u>Future</u>	
		Average	(000s)		Average	(000s)
		Cost/	Total		Cost/	Total
<u>Acres</u>	<u>Acres</u>	<u>Acres</u>	<u>Amount</u>	<u>Acres</u>	<u>Acres</u>	<u>Amount</u>
Land	1,000A	\$1,500/A	\$1,500	880A	\$795/A	\$700

Improvements: Unimproved Land

Description: The acquisition of five tracts is proposed for protection and recreational use of this pristine area of coastline near Coos Bay, Oregon. The area contains ocean beach, wetlands, five endangered bird species and several rare plants. The area also provides outstanding recreational opportunities, including salmon and steelhead fishing along the meandering New River.

Need: Acquisitions along this unique coastal Area of Critical Environmental Concern will protect riparian and wildlife values including numerous threatened and endangered species of plants and animals. Recreation opportunities will be enhanced by the provision of better access.

1991 Land Acquisition Program

Project Area: 5. South Fork Snake River, ID

Location: Bonneville County, ID; Congressional District ID-1

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/ Acres	Total Amount		Cost/ Acres	Total Amount	
Land	1,300A	\$1,000/A	\$1,300	400A	\$1,125/A	\$450

Improvements: Unimproved land.

Description: These acquisitions will provide access to the river and to a designated 14,759 acre Special Recreation Area supporting a diverse wildlife population, including bald eagles. The area receives significant recreation use and acquiring the access would provide for enhanced cooperative management of additional state and private lands. Public Land along the Snake River would be available for coordinated recreation use and wildlife habitat protection and the area protected from incompatible residential and recreational development of private lands adjacent to the river.

Need: These acquisitions would improve recreational use along the river and protect important wildlife and riparian habitat. Cooperative Federal, State and private management of these important resources will be facilitated by these acquisitions.

Project Area: 6. Snake River Birds of Prey, ID

Location: Ada and Owyhee Counties, ID, Congressional District ID-1

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/ Acres	Total Amount		Cost/ Acres	Total Amount	
Land	359A	\$426/A	\$153	---	---	---

Improvements: Unimproved land.

Description: The Snake River Birds of Prey Natural Area has a national and international reputation as a sanctuary for birds of prey (i.e. eagles, hawks, falcons, etc.). Two tracts totalling 359 acres need to be acquired to complete acquisitions in this nationally prominent area. These areas are popular picnicking and bird watching areas and possess important marshland and riparian habitat for many wildlife species. Acquisition will allow the start of recreation and wildlife habitat management actions

Need: These two acquisitions will enhance protection of important wildlife habitat and provide for better management of recreation opportunities in the area.

1991 Land Acquisition Program

Project Area: 7. South Fork Merced Wild and Scenic River, CA

Location: Merced County, CA; Congressional District CA-18

Cost Detail:

		FY 1991			Future	
		Average	(000s)		Average	(000s)
		Cost/	Total		Cost/	Total
Acres	Acres	Acres	Amount	Acres	Acres	Amount
Land	160A	\$1,562/A	\$250	800A	\$625/A	\$500

Improvements: Unimproved land.

Description: The South Fork of the Merced River flows out of Yosemite National Park through National Forest lands, private lands and through Public Land for 43 miles before it intersects the North Fork of the Merced River on private lands. These 43 miles and 71 miles on the North Fork have been designated a Wild and Scenic River. On the segment managed by BLM, nine tracts of private land have been identified for acquisition. One priority acquisition tract will provide legal access to an adjacent abandoned railroad grade (used for hiking) and an adjacent road. Two tracts block access to downstream access adjacent to a campground along the river.

Need: Acquiring these tracts would ensure continued public access and use of the designated Wild and Scenic River and protect the values of the river.

Project Area: 8. Lower Salmon River Special Management Area ID

Location: Idaho County, ID; Congressional District ID-1

Cost Detail:

		FY 1991			Future	
		Average	(000s)		Average	(000s)
		Cost/	Total		Cost/	Total
Acres	Acres	Acres	Amount	Acres	Acres	Amount
Land	1,200A	\$833/A	\$1,000	368A	\$543/A	\$200

Improvements: Unimproved land.

Description: Acquisition would provide six legal access points to the Salmon River. The Lower Salmon River Corridor is considered to be Idaho's top priority special recreation management area and is an alternative to more heavily used rivers throughout the state. The Corridor receives over 2.8 million visitor hours annually and the proposed access acquisitions would expand the carrying capacity of the river by providing better recreational utilization of the river segments. Dispersing use along more segments of the river will prevent concentration of recreational and avoid potential conflicts with other resources values.

Need: These acquisitions would expand recreational opportunities on this popular river and improve management of recreation and resources values of the area.

1991 Land Acquisition Program

Project Area: 9. Eagle Lake, CA

Location: Larsen County, CA; Congressional District CA-14

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	138A	\$2898/A	\$400	3,162A	\$142/A	\$450

Improvements: Unimproved Land.

Description: Eagle Lake is the second largest natural lake in California and is a unique closed drainage basin. It is a major nesting area for bald eagles, osprey and many other water fowl. This tract abuts the lake and provides lake access for a very popular recreational campground.

Need: These acquisitions would improve public access to this important recreational lake and preserve the resources values in the area.

Project Area: 10. Bonita Creek Area of Critical Environmental Concern (ACEC), AZ

Location: Graham County, AZ; Congressional District AZ-5

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	2,180A	\$151/A	\$330	---	---	---

Improvements: Unimproved Land

Description: Bonita Creek ACEC has special riparian, threatened wildlife and cultural resource values. Bonita Creek is a water supply for the City of Safford Arizona and also qualifies for State Unique Water status. The creek has special riparian, threatened wildlife and cultural values. This acquisition would consolidate Federal ownerships in the drainage.

Need: Funding would allow acquisition of 3 important inholdings containing riparian, cultural values and threatened wildlife species.

1991 Land Acquisition Program

Project Area: 11. Steens Mountains Recreation Lands, OR

Location: Harney County, OR; Congressional District OR-2

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	10,890A	\$124/A	\$1,350	81,760A	\$93/A	\$7,600

Improvements: Unimproved land.

Description: Funds are needed to consolidate ownership and acquire inholdings in the 1.8 million acre Steens Mountains Recreation Lands in eastern Oregon. These mountains contain important habitat for threatened and endangered and other wildlife species. The Steens Mountains contain outstanding scenic beauty and the lands are an important recreational area.

Need: This funding will continue acquisition of 4 tracts containing valuable wildlife and scenic values and provide for additional recreational opportunities in the area.

Project Area: 12. Big Wood River, ID

Location: Blaine County, ID; Congressional District ID-2

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	500A	\$400/A	\$200	---	---	---

Improvements: Unimproved land.

Description: This area of 500 acres along a two mile section of the Big Wood River in central Idaho contains pristine cottonwood riparian habitat and is a winter roost area for bald eagles. It is also a migration route for 3,000 mule deer. Recreationists use the area for fishing, floating and wildlife observation.

Need: Funding will allow acquisition of one 500-acre tract which contains valuable riparian, wildlife and recreation resources.

1991 Land Acquisition Program

Project Area: 13. Owyhee River Wild River, OR/ID

Location: Malheur County, OR; Congressional District OR-2
Owyhee County, ID; Congressional District ID-1

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	1,500A	\$880/A	1,320	676A	\$450/A	\$304

Improvements: Unimproved land.

Description: The 120 mile section of the Owyhee Wild River in Oregon contains 6 additional tracts which are planned for acquisition. These tracts lie within the wild section of the river and acquisition will allow BLM to manage and enhance recreational activities on the river and preserve the natural qualities of the surroundings. In Idaho 5 tracts are planned within that portion of the river being studied. Legal access will be provided to the river for fishing, rafting and boating. A cultural site will also be protected through acquisition.

Need: These acquisitions will expand legal public access for recreation activities on the river and allow protection of important wildlife and cultural resources identified in the management plan for the Wild and Scenic River.

Project Area: 14. Bizz Johnson National Trail, CA.

Location: Lassen County, CA; Congressional District CA-14

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	150A	\$2,000/A	\$300	230A	\$652/A	\$150

Improvements: Unimproved land.

Description: Funding would allow acquisition of 4 of the final 26 tracts of privately owned land along the Bizz Johnson National Trail and provide for public access to complete the Bizz Johnson National Trail which was built on an abandoned railroad grade through the Susan River Canyon. The Bizz Johnson Trail receives 191,000 annual visitor hours and is becoming a major recreational resource for visitors to Public Land who use this area for cycling and hiking.

Need: This funding is needed to finish acquisition of 4 tracts according to the plan for the area. The 4 remaining 5 acre lots, which if developed by private interest, would destroy the natural scenic values of the Susan River Canyon.

1991 Land Acquisition Program

Project Area: 15. Santa Rosa Mountains, CA

Location: Riverside County, CA; Congressional District CA-37

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	1,500A	1,000/A	\$1,500	103,500	\$200/A	\$20,000

Improvements: Unimproved Lands.

Description: This acquisition is needed to protect the habitat of the Peninsular Big Horn Sheep. The population of the Coachella Valley/Palm Springs area is growing rapidly. Residential development has reached the base of the mountains and is planned in the interior of the Santa Rosa Mountains. These developments would severely jeopardize the big horn sheep habitat area if the land is not acquired.

Need: These acquisitions will protect habitat for the Peninsular Big Horn Sheep in this area of rapidly expanding development.

Project Area: 16. King Range National Conservation Area, CA

Location: Humboldt County, CA; Congressional District CA-1

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	240	\$2,083/A	\$500	950A	\$2,641/A	\$2,500

Improvements: Unimproved Land.

Description: Acquisitions would provide for legal beachfront access on five tracts and a hiking trail access within the King Range National Conservation Area (NCA). The NCA, which is an ongoing BLM acquisition project first authorized by Congress in 1970, contains one of the last undeveloped beachfront areas in California. The additional funding would provide for continued public use of the area and enhance recreational access opportunities. The King Range NCA receives over 740,000 visitor hours annually.

Need: This funding will allow continuation of the acquisition program in the King Range NCA to protect valuable recreational and scenic resources. The identified 1991 acquisition tracts lie along the coast and prevent legal access along the beach above high tide. In addition, certain tracts (approximately 40 acres in size) within a steelhead spawning stream continue to disrupt efforts at implementing plans to improve steelhead habitat.

1991 Land Acquisition Program

Project Area: 17. Carrizo Plains, CA

Location: San Luis Obispo County, CA; Congressional District CA-20

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	30,000A	\$150/A	\$4,500	13,000A	\$192/A	\$2,500

Improvements: Unimproved Land

Description: Additional funding would continue ongoing efforts to acquire lands to protect the identified natural values of the Carrizo Plains. The Carrizo Plains Natural Area is a vast, largely undeveloped, region in the Central Valley of California and funding would protect the natural diversity of the region. The area contains the majority of Central Valley vegetation and wildlife habitat and supports large numbers of designated rare and endangered species. Continued acquisition in this area is widely supported by Conservation groups and the private sector.

Need: This funding would enable the acquisition of 30,000 acres of inholdings necessary for the protection of the areas valuable natural resources, consistent with management plans identified for cooperative management of the area.

Project Area: 18. Desert Tortoise Natural Area, CA

Location: Kern County, CA, Congressional District CA-20

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	1,500A	\$133/A	\$200	2,624	\$457/A	\$1,200

Improvements: Unimproved land.

Description: These acquisitions support protection of important habitat for the desert tortoise in the Mojave desert. The Natural Area contains private lands which must be acquired to prevent surface disturbing activities which would have an adverse impact on maintaining tortoise populations. Considerable investment has already been made for protective fencing and scientific studies of these areas.

Need: This funding will allow continued acquisition work to protect the desert tortoise in the Mojave Desert.

1991 Land Acquisition Program

Project Area: 19. White Mountain National Recreation Area, AK

Location: Fairbanks-North Star and Southeast Fairbanks Boroughs, AK;
Congressional District (At large).

Cost Detail:

		FY 1991			Future	
		Average	(000s)		Average	(000s)
		Cost/	Total		Cost/	Total
Acres	Acres	Acres	Amount	Acres	Acres	Amount
Land	184A	\$2,228/A	\$410	---	---	---

Improvements: Unimproved land.

Description: Funding would allow for the acquisition of four tracts providing access to the White Mountain NRA and the Beaver Creek Wild River. These tracts would provide for protection of a site eligible for the National Register of Historic Places, Threatened and Endangered species habitat protection, and improved public access and recreational developments.

Need: These acquisitions will provide protection of valuable recreational, cultural and wildlife resources in the National Recreation Area.

Project Area: 20. Blackwell Island, ID

Location: Kootenai County, ID; Congressional District ID-1

Cost Detail:

		FY 1991			Future	
		Average	(000s)		Average	(000s)
		Cost/	Total		Cost/	Total
Acres	Acres	Acres	Amount	Acres	Acres	Amount
Land	28A	\$8,928/A	\$250	---	---	---

Improvements: Unimproved land.

Description: This tract is located on the Spokane River and is an ideal location for development of camping and waterbased recreational facilities serving the river and Coeur d' Alene Lake. Acquisition will prevent the future development of commercial and/or residential facilities on this valuable tract.

Need: This funding will continue the project and allow completion of previous years acquisitions. Previous year funding for the project was insufficient to complete the project.

1991 Land Acquisition Program

Project Area: 21. Cache Creek Area of Critical Environmental Concern, CA

Location: Lake County, CA; Congressional District CA-1

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	1,200A	\$1,250/A	\$1,500	27,000A	\$1,111/A	\$3,000

Improvements: Unimproved land.

Description: The Cache Creek drainage, from the Clear Lake Dam to the Bear Creek junction, is a major winter use area for bald eagles. It also provides critical habitat for the Tule Elk, a State protected species. Acquisition of these key lands in the ACEC are critical to the protection of the wildlife resource since trespass and disturbance from the private lands is causing disruption to wintering eagles. The creek is also a popular white water rafting area in the spring and early summer.

Need: These acquisitions will enable BLM to better protect threatened and endangered species habitat and manage recreational opportunities in the area.

Project Area: 22. Canon Tapia Area of Critical Environmental Concern, NM

Location: Sandoval County, NM; Congressional District NM-3.

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	400A	\$400/A	\$160	---	---	---

Improvements: Unimproved Land.

Description: Significant cultural resources are contained in a remote 5-mile segment of Canon Tapia. Private property blocks access to scenic Big Bend Mesa (which is also a National Historic Landmark) and a fortified Navajo archeological site on the National Register. This area contains many petroglyphs and pictographs, a habitation site and other artifacts of the ancient Chacoan culture.

Need: Acquisition of 3 critical inholdings will allow protection of valuable cultural resources of the area.

1991 Land Acquisition Program

Project Area: 23. Big Hole River, MT

Location: Beaverhead County, MT; Congressional District MT-1.

Cost Detail:

<u>FY 1991</u>			<u>Future</u>		
	Average	(000s)		Average	(000s)
	Cost/	Total		Cost/	Total
Acres	Acres	Amount	Acres	Acres	Amount
Land	439A	\$410/A	\$180	---	---

Improvements: Unimproved land.

Description: These acquisitions along the world famous Big Hole River will prevent possible development which could restrict fishing and hunting access to and along the river. The tracts provide excellent wildlife habitat for bald eagles, turkey, mule, deer, Canadian geese, and other waterfowl. These acquisitions are supported by the Montana Department of Fish, Wildlife, and Parks and by sportsmen and conservation groups.

Need: These acquisitions will provide needed public access to this famous trout stream and protect valuable wildlife habitat.

Project Area: 24. Blue Water Canyon ACEC, NM

Location: Cibola County, NM; Congressional District NM-3

Cost Detail:

<u>FY 1991</u>			<u>Future</u>		
	Average	(000s)		Average	(000s)
	Cost/	Total		Cost/	Total
Acres	Acres	Amount	Acres	Acres	Amount
Land	196A	\$893/A	\$175	---	---

Improvements: Unimproved land.

Description: This tract is within the Blue Water ACEC in an area of sandstone mesas cut by the Blue Water Creek Canyon. It is one of the few trout stream in west central New Mexico and is a rare segment of riparian habitat in this high desert region.

Need: This acquisition will protect a rare riparian ecosystem in this desert area.

1991 Land Acquisition Program

Project Area: 25. East Mojave National Scenic Area, CA

Location: San Bernadino County, CA; Congressional District CA-35.

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	800A	\$375/A	\$300	118,675A	\$42/A	\$5,000

Improvements: Unimproved land.

Description: The East Mojave Scenic area is within the Congressionally designated California Desert Conservation Area. The East Mojave Scenic Area is an extremely fragile desert ecosystem which is being threatened by increased use. This funding would augment an active land exchange program and facilitate the purchase of high priority tracts of important plant and wildlife habitat and disperse recreational use. Acquisition being pursued primarily through exchange.

Need: Acquisitions will protect valuable wildlife resources in this fragile area and facilitate compatible recreational use in the area.

Project Area: 26. Upper Missouri River Wild and Scenic River, MT

Location: Garfield County, MT; Congressional District MT-1

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	14,410A	\$21/A*	\$300	---	---	---

* Acquisition primarily by exchange.

Improvements: Unimproved Land.

Description: Funding would provide for public and administrative access to the Upper Missouri Wild and Scenic River (WSR) and physical access to the river at various points for float-boating purposes. The Upper Missouri WSR receives 741,000 visitor hours annually and use is increasing. This funding would provide for additional access points to the River and provide enhanced public recreation use of this major recreational resource in northern Montana.

Need: These acquisitions are necessary to protect the valuable recreational and scenic values along this nationally designated Wild and Scenic River.

1991 Land Acquisition Program

Project Area: 27. Dolores River Access, CO

Location: Mesa County, CO; Congressional District CO-3.

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	400A	\$250	\$100	---	---	---

Improvements: Unimproved Land.

Description: One primary tract on the lower Dolores River is recommended for designation as a Wild and Scenic River and contains valuable bald eagle and other wildlife habitat, riparian values and recreational opportunities. The acquisitions would consolidate land ownership and provide access to the area. The area is managed as a special management area.

Need: The acquisition of this primary tract would preserve valuable wildlife, riparian and recreation values in this area and be consistent with the recommendation to Congress for the areas designation as a Wild and Scenic River.

Project Area: 28. Phoenix Wilderness Acquisition, AZ

Location: Mojave County, AZ; Congressional District AZ-4.

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	3,280A	\$177/A	\$580	---	---	---

Improvements: Unimproved lands.

Description: These tracts will complete the acquisition of over 43,000 acres of land acquired by exchange in four of the major proposed wilderness areas in the Phoenix District. They contain big horn Sheep and habitat for a small mammal called the Hualapai Mt. vole. The tracts also provide valuable hiking, hunting and other recreational opportunities.

Need: These acquisitions will protect valuable wildlife habitat and maintain the wilderness qualities of the potential wilderness areas.

1991 Land Acquisition Program

Project Area: 29. Ruby Canyon, CO

Location: Garfield County, CO; Congressional District CO-3.

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	1,137A	\$308/A	\$350	453A	\$916/A	\$415

Improvements: Unimproved Land.

Description: These five parcels are within the proposed Colorado River Scenic Corridor and adjacent to the Black Ridge WSA. They provide bald eagle and Colorado River squawfish habitat. All these properties have potential for recreational, residential or mining development and acquisition will protect the high resource and recreational values of the area.

Need: These acquisitions will assure protection of valuable wildlife habitat and recreation resources of the area.

Project Area: 30. Chuckwalla Bench, CA

Location: Riverside County, CA; Congressional District CA-37.

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acres	Amount	Acres	Acres	Amount	
Land	1,000A	\$700/A	\$700	26,200A	\$107/A	\$2,800

Improvements: Unimproved Land.

Description: These acquisitions support protection of important habitat for the desert tortoise in the Mojave desert. The Natural Area contains over 150 parcels of private land which must be acquired to prevent surface disturbing activities which would have an adverse impact on maintaining tortoise populations. Acquisitions being pursued primarily through exchange. Emphasis has been placed on acquisition of the larger parcels (40 acres or greater). As these number of tracts are acquired, the more complex smaller parcels (5 acres) are being planned.

Need: These acquisitions will continue efforts to protect desert tortoise habitat in the Mojave Desert.

1991 Land Acquisition Program

Project Area: 31. Indian Creek Nature Trail, CA

Location: Alpine County, CA; Congressional District CA-14.

Cost Detail:

	FY 1991			Future		
	Average	(000s)		Average	(000s)	
	Cost/	Total		Cost/	Total	
Acres	Acra	Amount	Acres	Acra	Amount	
Land	500A	\$400/A	\$175	---	---	---

Improvements: Unimproved Land.

Description: Funding will provide for the acquisition of six tracts of private land within the Indian Creek Recreation Area. This area contains five bodies of fresh water and high scenic and recreational qualities. The area receive heavy recreational use and requires additional facilities to manage this use. Acquisition will prevent conflicting developments on the private lands. The project is in California, however, it is administered out of the Nevada BLM organization.

Need: These acquisitions will protect recreational values adjacent to a popular recreation campground.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Land Acquisition

Object Class	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
	----	-----	----	-----	----	-----
11. Personnel compensation:						
11.1 Permanent positions.....	17	540	17	560	0	20
11.3 Positions other than permanent....	3	95	3	98	0	3
11.5 Other personnel compensation 1/...		5		6		1
Total personnel compensation	20	640	20	664	0	24
Other Objects						
12.1 Personnel benefits.....		90		93		3
21.1 Travel and transportation of persons.....		25		25		0
22.0 Transportation of things.....		20		20		0
23.2 Rental payments to others.....		10		10		0
23.3 Communications, utilities, and miscellaneous charges.....		25		25		0
24.0 Printing and reproduction.....		25		25		0
25.0 Other services.....		168		168		0
26.0 Supplies and materials.....		50		50		0
31.0 Equipment.....		15		15		0
32.0 Lands and structures.....		57		11461		11404
Total Requirements.....		1125		12556		11431

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
SUMMARY OF BUDGET AUTHORITY AND OUTLAYS
(in thousands of dollars)

	FY 1989	FY 1990	FY 1991
Enacted/requested:			
Budget authority.....	13,153	15,373	12,556
Outlays.....	10,651	6,656	14,173
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	(12,556)
Outlays.....	0	0	(1,883)
Total:			
Budget authority.....	13,153	15,373	0
Outlays.....	10,651	6,656	12,290

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5033-0-1-302			
Program by activities:			
Direct program:			
00.01 Operating Expenses.....	1,598	1,200	1,095
01.01 Capital Investment.....	9,626	11,327	11,461
10.00 Total obligations.....	11,224	12,527	12,556
Financing:			
17.00 Recovery of prior year obligations.....	(65)	0	0
21.40 Unobligated balance available, start of year.....	(1,160)	(3,154)	(6,000)
24.40 Unobligated balance available, end of year.....	3,154	6,000	6,000
39.00 Budget authority.....	13,153	15,373	12,556
40.00 Appropriation (special fund)....	12,290	12,610	12,556
40.00 Appropriation	0	(54)	0
41.00 Transferred to other accounts...	(2,817)	0	0
42.00 Transferred from other accounts.	3,680	2,817	0
43.00 Appropriation (adjusted).....	13,153	15,373	12,556
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	11,224	12,527	12,556
72.40 Obligated balance, start of year.....	688	1,196	7,067
74.40 Obligated balance, end of year..	(1,196)	(7,067)	(5,450)
78.00 Adjustments in unexpired accounts.....	(65)	0	0
90.00 Outlays.....	10,651	6,656	14,173



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Object Classification (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5033-0-2-302			
Personnel compensation:			
11.1 Full-time permanent.....	752	540	560
11.3 Other than full-time permanent..	133	95	98
11.5 Other personnel compensation...	9	5	6
11.9 Total personnel compensation..	894	640	664
12.1 Civilian personnel benefits.....	124	90	93
21.0 Travel and transportation of persons.....	32	25	25
22.0 Transportation of things.....	31	20	20
23.2 Rental payments to others.....	5	10	10
23.3 Communications, utilities, and miscellaneous charges.....	22	25	25
24.0 Printing and reproduction.....	14	25	25
25.0 Other services.....	361	300	168
26.0 Supplies and materials.....	70	50	50
31.0 Equipment.....	45	15	15
32.0 Land and structures.....	9,626	11,327	11,461
99.9 Subtotal, obligations.....	11,224	12,527	12,556

Type size:
8 point 22 Dims
Case 180
underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5033-0-2-302			
Total number of full-time permanent positions.....	24	17	17
Total compensable workyears:			
Full-time equivalent employment.....	29	20	20
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078



Type size:
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Case 218

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

(Proposed for later transmittal, proposed legislation)
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5033-2-1-302			
Program by Activities			
00.01 Operating Expenses.....	0	0	(1,095)
01.01 Capital Investment.....	0	0	(11,461)
10.00 Total obligations.....	0	0	(12,556)
Financing:			
40.00 Budget authority, (Appropriation).....	0	0	(12,556)
Relation of obligations to outlay:			
71.00 Obligations incurred, net.....	0	0	(12,556)
74.40 Obligated balance, end of year..	0	0	10,673
90.00 Outlays.....	0	0	(1,883)



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

(Proposed for later transmittal, proposed legislation)
Object Classification (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5033-2-2-302			
Personnel compensation:			
11.1 Full-time permanent.....	0	0	(560)
11.3 Other than full-time permanent..	0	0	(98)
11.5 Other personnel compensation...	0	0	(6)
11.9 Total personnel compensation.	0	0	(664)
12.1 Civilian personnel benefits.....	0	0	(93)
21.0 Travel and transportation of persons.....	0	0	(25)
22.0 Transportation of things.....	0	0	(20)
23.2 Rental payments to others.....	0	0	(10)
23.3 Communications, utilities, and miscellaneous charges.....	0	0	(25)
24.0 Printing and reproduction.....	0	0	(25)
25.0 Other services.....	0	0	(168)
26.0 Supplies and materials.....	0	0	(50)
31.0 Equipment.....	0	0	(15)
32.0 Land and structures.....	0	0	(11,461)
99.9 Total obligations.....	0	0	(12,556)



Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the reverted Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Grant Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). Intermingled public domain lands managed for forest production under the principle of sustained yield and multiple use under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 are also included in this appropriation. The land classifications funded from this appropriation consist of:

<u>Land Status</u>	<u>Acres</u>
Oregon and California Grant Lands	2,076,563
Coos Bay Wagon Road Lands	74,547
Public Domain Lands	240,000

The goals of the management program are to provide a permanent supply of timber, protect watersheds and wildlife habitat, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Programs conducted on certain O&C lands (492,399 acres) within National Forests and managed by the Forest Service are included in the Forest Service budget request.

The following major activities are financed by this appropriation:

Western Oregon Resources Management: (\$57,289,000)

Provides for the marketing of an average annual sale quantity of 1.176 billion board feet of timber and the timber development practices necessary to maintain this level of annual harvest. In addition, other resource management programs on 2.4 million acres of land in western Oregon, including range management; soil, water and air management; wildlife habitat management; and recreation management are carried out. Resource management planning which incorporates all of the above programs into decadal management plans is also included in this activity.

Western Oregon Information and Resource Data Systems: (\$1,077,000)

Provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. A significant portion of the funding requested in 1991 will be used to maintain the data used in the development of the decadal forest management plans for the 1990's.

Western Oregon Facilities Maintenance: (\$6,263,000)

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and a transportation system necessary for the management of lands in western Oregon.

Western Oregon Construction and Acquisition (\$907,000)

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; signing, transportation planning and, survey and design of timber access and other resource management roads; and rock aggregate used in the construction of timber access roads.

Background of the O&C Appropriation

The Oregon and California Grant Lands Act of 1937 (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);
2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and
3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Interior Department for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the Treasury had been repaid in full for money advanced to make the payments in lieu of taxes, and according to subsection (b), Title II of the O&C Act, the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953, the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States for the development and management of the O&C lands. This is the portion referred to in item 2 above.

Beginning in 1953, Congress appropriated some or all of these subsection (b) receipts for development, protection, and management of the O&C lands. From 1961 through 1981, an amount equal to the full 25 percent of receipts collected was appropriated by Congress for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, Congress made a direct, definite appropriation in order to eliminate the uncertainty associated with financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C" appropriation. Beginning with 1985, the Forest Service received a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation from BLM. The 1991 O&C Grant Lands appropriation request continues these concepts.

In 1990, Congress provided for a return of 50% of the "excess receipts" (O&C and CBWR) over the amount that had been estimated in the 1990 President's Budget, to the BLM's O&C grant lands account. This additional funding capability was specifically identified to be used "for reforestation and forest development and timber management". The purpose of this additional funding capability was to enable the BLM to meet increased program demands, especially for reforestation. A backlog has also accumulated in reforestation and intensive management primarily due to the accelerated harvesting that has been occurring in recent years.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California (O&C) Grant Lands, the Coos Bay Wagon Road (CBWR) Lands and intermingled Public Domain (P.D.) lands of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties. Funding from the O&C Grant Lands appropriation is used for the management of all 3 of these land classes in western Oregon.

Actual receipts for 1988 and 1989 and the estimates for 1990 and 1991 are as follows:

RECEIPT COLLECTIONS

(dollars in thousands)

Source	1988 Actual	1989 Actual	1990 Estimate	1991 Estimate
O&C 1/	\$217,740	\$219,822	\$243,800	\$282,200
CBWR	9,453	15,163	10,800	12,400
P.D.	<u>9,965</u>	<u>12,931</u>	<u>11,400</u>	<u>13,200</u>
Total	\$237,158	\$247,916	\$266,000	\$307,800

The following is an estimated distribution of the above receipts:

RECEIPT DISTRIBUTION

(dollars in thousands)

	1988	1989	1990	1991
State/Counties	\$110,214	\$121,800	\$130,400	\$150,900
Treasury	119,371	116,288	126,900	146,800
Reclamation Fund	<u>7,573</u>	<u>9,828</u>	<u>8,700</u>	<u>10,100</u>
Total	\$237,158	\$247,916	\$266,000	\$307,800

Receipts from O&C lands are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Receipts from CBWR lands are used to pay taxes imposed on these lands by the State of Oregon to Coos and Douglas Counties; and the remainder is returned to the Treasury. Receipts from P.D. lands are divided among the State, the General Fund of the Treasury, and the Reclamation Fund.

Payments to counties generally have occurred at the beginning of the fiscal year following the fiscal year in which they were collected. Beginning in 1990, the majority of the payments will be made in September of the year of collection, with the balance being paid early in the following fiscal year.

1/ Includes receipts from O&C lands administered by the Forest Service.

Appropriation Language Sheet

Oregon and California Grant Lands

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$64,787,000] *\$65,536,000*, to remain available until expended: *Provided*, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: *Provided further*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876): *Provided further*, That notwithstanding any other provisions of law, the Secretary of the Treasury is directed to make available to the Secretary of the Interior, to remain available until expended, an amount equal to 50 per centum of timber receipts received by the Treasury from the harvesting of timber on the revested Oregon and California Railroad grant lands and the Coos Bay Wagon Road grant lands during fiscal year 1989 in excess of \$174,800,000, the 1989 Oregon and California Railroad grant lands and Coos Bay Wagon Road grant lands timber receipts contained in the President's budget proposal for fiscal year 1990: *Provided further*, That this estimate of 1989 receipts shall not be subject to adjustment for the purposes of this section: *Provided further*, That such funds shall be made available concurrent with payment of fiscal year 1989 receipt amounts to counties during fiscal year 1990, and shall be in addition to any funds appropriated in this Act: *Provided further*, That this transaction will not affect, diminish, or otherwise alter the payments to be made on the basis of these receipts in accordance with the Acts of August 28, 1937 (43 U.S.C. 1181f(a)) and May 24, 1939 (43 U.S.C. 1181f-1): *Provided further*, That funds made available to the Secretary of the Interior pursuant to this provision shall be used for necessary expenses relating to the Oregon and California Railroad grant lands and Coos Bay Wagon Road grant lands for reforestation and forest development and timber management: *Provided further*, That not later than 30 days after the submission of the President's fiscal year 1991 budget, the Director of the Bureau of Land Management shall provide a report to the House and Senate Committees on Appropriations on the final amount and distribution of funds made available under this provision and shall include an assessment of resource outputs to be produced in fiscal year 1990, fiscal year 1991, and subsequent years, using funds made available under this provision, and a comparison of the outputs for the program areas listed, achieved in fiscal year 1990 and proposed for fiscal year 1991, with the output levels described in Bureau of Land Management resource management plans in effect at the time of the report required by this provision.]

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; PL 101-121, Appropriations Act for the Department of the Interior and Related Agencies, 1990).

Justification of Proposed Language Changes

Oregon and California Grant Lands

1. Deletion: [: *Provided further*, That notwithstanding any other provisions of law, the Secretary of the Treasury is directed to make available to the Secretary of the Interior, to remain available until expended, an amount equal to 50 per centum of timber receipts received by the Treasury from the harvesting of timber on the revested Oregon and California Railroad grant lands and the Coos Bay Wagon Road grant lands during fiscal year 1989 in excess of \$174,800,000, the 1989 Oregon and California Railroad grant lands and Coos Bay Wagon Road grant lands timber receipts contained in the President's budget proposal for fiscal year 1990: *Provided further*, That this estimate of 1989 receipts shall not be subject to adjustment for the purposes of this section: *Provided further*, That such funds shall be made available concurrent with payment of fiscal year 1989 receipt amounts to counties during fiscal year 1990, and shall be in addition to any funds appropriated in this Act: *Provided further*, That this transaction will not affect, diminish, or otherwise alter the payments to be made on the basis of these receipts in accordance with the Acts of August 28, 1937 (43 U.S.C. 1181f(a)) and May 24, 1939 (43 U.S.C. 1181f-1): *Provided further*, That funds made available to the Secretary of the Interior pursuant to this provision shall be used for necessary expenses relating to the Oregon and California Railroad grant lands and Coos Bay Wagon Road grant lands for reforestation and forest development and timber management: *Provided further*, That not later than 30 days after the submission of the President's fiscal year 1991 budget, the Director of the Bureau of Land Management shall provide a report to the House and Senate Committees on Appropriations on the final amount and distribution of funds made available under this provision and shall include an assessment of resource outputs to be produced in fiscal year 1990, fiscal year 1991, and subsequent years, using funds made available under this provision, and a comparison of the outputs for the program areas listed, achieved in fiscal year 1990 and proposed for fiscal year 1991, with the output levels described in Bureau of Land Management resource management plans in effect at the time of the report required by this provision.]

This provision is not applicable for 1991 because the "excess receipts" appropriation in 1990 was a one-time action and the additional funding provided to cover timber management, reforestation and forest development program needs in both 1990 and 1991. The language is also an unnecessary earmarking of receipts that otherwise would be turned over to the General Fund of the Treasury.

Appropriation Language Citations

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$64,787,000] \$65,536,000 to remain available until expended:

16 U.S.C. 594
43 U.S.C. 1181 a, b, d-f
43 U.S.C. 1701 *et seq.*
53 Stat. 753
103 Stat. 701 (P.L. 101-121)

16 U.S.C. 594, the *Timber Protection Act of 1922*, provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Lands owned by the United States.

43 U.S.C. 1181 a, b, d-f, the *Oregon and California Grant Lands Act*, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 *et seq.*, the *Federal Land Policy and Management Act of 1976*, provides for Public Lands being retained in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all Public Lands which include the O&C Grant Lands by definition (43 U.S.C. 1701). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, *The Act of May 24, 1939* relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

103 Stat. 701 (P.L. 101-121), *The Department of the Interior and Related Agencies Appropriation Act, 1990*, provides funding for BLM programs.

2. *Provided*, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in 1953. At that time, and at the establishment of the BLM Construction appropriation account in 1951, the Appropriations Act provided that funds appropriated for road construction would be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language has been carried in all subsequent appropriations for the O&C program.

3. *Provided further*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: OREGON AND CALIFORNIA GRANT LANDS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990.....			1330	64787
APPROPRIATION-EXCESS RECEIPTS.....				30093
REDUCTION PURSUANT TO P.L. 99-177.....				-840
ADJUSTED APPROPRIATION, 1990.....			1330	94040
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177.....		840		
ADJUSTMENT FOR IMPROVED ADMINISTRATIVE EFFICIENCIES.....		-650		
ADJUSTMENT FOR STAFFING EFFICIENCIES.....	-7	-350		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE.....		400		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS.....		190		
ADJUSTMENT FOR ONE ADDITIONAL PAY DAY IN FY 1991.....		155		
ADJUSTMENT FOR ONE TIME APPROPRIATION OF EXCESS RECEIPTS.....		-30093		
TOTAL ADJUSTMENTS TO BASE.....			-7	-29508
1991 BASE BUDGET.....			1323	64532
Program Changes (Changes to base budget, detailed below).....			-105	1004
TOTAL REQUIREMENTS (1991 estimate).....			1218	65536

APPROPRIATION: OREGON AND CALIFORNIA GRANT LANDS

Summary of Requirements

(Dollars in thousands)

Comparison by activities/ subactivities	1989		1990		PL99-177 Reduct Amount	1990 Adj Approp. Amount	1991		1991		Inc./Dec. from 1990 Approp		Inc./Dec. from 1990 Adj Approp		Inc./Dec. from 1991 Base	
	FTE	Amount	FTE	Amount			FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Western Oregon Resources Management																
Timber Management.....	495	21874	707	33914 1/	-298	33616 1/	703	22982	635	22603	-72	-11311	-11013	-68	-379	
Reforestation and Forest Development.....	324	24848	451	49506 2/	-393	49113 2/	448	29986	405	29783	-46	-19723	-19330	-43	-203	
Other Forest Resources Management....	46	2860	65	3518	-46	3472	65	3558	68	3785	3	267	313	3	227	
Fire Protection.....	9	2293	0	0	0	0	0	0	0	0	0	0	0	0	0	
Resource Management Planning.....	62	3395	25	2150	-28	2122	25	2159	17	1118	-8	-1032	-1004	-8	-1041	
Subtotal	936	55270	1248	89088	-765	88323	1241	58685	1125	57289	-123	-31799	-31034	-116	-1396	
Western Oregon Info. and Data Systems																
Data Systems Oper. & Mgmt. Systems....	5	412	12	1360	-17	1343	12	1365	10	860	-2	-500	-483	-2	-505	
Resources Data Acquis. & Management...	5	213	4	214	-3	211	4	217	4	217	0	3	6	0	0	
Subtotal	10	625	16	1574	-20	1554	16	1582	14	1077	-2	-497	-477	-2	-505	
Western Oregon Facilities Maintenance																
Facilities Maintenance.....	28	1467	27	1562	-20	1542	27	1583	37	3036	10	1474	1494	10	1453	
Transportation Systems Maint.....	30	2188	30	2203	-29	2174	30	2223	33	3227	3	1024	1053	3	1004	
Subtotal	58	3655	57	3765	-49	3716	57	3806	70	6263	13	2498	2547	13	2457	
Western Oregon Const. and Acquis.																
Construction.....	3	150	3	151	-2	149	3	151	3	599	0	448	450	0	448	
Acquisition.....	6	300	6	302	-4	298	6	308	6	308	0	6	10	0	0	
Subtotal	9	450	9	453	-6	447	9	459	9	907	0	454	460	0	448	
TOTAL REQUIREMENTS	1013	60000	1330	94880	-840	94040	1323	64532	1218	65536	-112	-29344	-28504	-105	1004	

1/ INCLUDES \$10,900 IN EXCESS RECEIPTS

2/ INCLUDES \$19,193 IN EXCESS RECEIPTS

Justification of Base Adjustments
Oregon and California Grant Lands

	FTE	(\$000)
<u>Additional cost in 1991 of the 1991 pay raise.....</u>	---	+400
The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, \$385,000 is for the general schedule pay and \$15,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.		
<u>Adjustment for 1990 effect of P.L. 99-177.....</u>	---	+840
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
<u>Adjustment for administrative efficiency.....</u>	---	-650
The Department is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by about 5 percent to improve administration efficiency and place greater priority on 1991 program initiatives. Specific reductions are proposed in the following areas:		
Travel.....	-160	
Overtime.....	-40	
Supplies.....	-270	
Equipment.....	-180	
Total.....	-650	
<u>Adjustment for staffing efficiency</u>	-7	-350
Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:		
Average Grade.....	-150	
Lapse.....	-200	
Total.....	-350	

	FTE	(\$000)
<u>CSRS/FERS retirement costs</u>	---	+190
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the bureau work force.		
<u>One more paid day in 1991</u>	---	+155
The increase in personnel compensation results from there being one more paid day in 1991 than in FY 1990.		
<u>Adjustment for Excess Receipts</u>	---	-30,093
This adjustment is necessary because the appropriation of "Excess Receipts" in the 1990 Appropriations Act (P.L. 101-121) was for a one-time item.		
<u>Total Adjustments to Base</u>	-7	-29,508

Justification of Program and Performance

Appropriation: Oregon and California Grant Lands

(dollars in thousands)

Activity		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
West. Oregon Resources Mgt.						
(a) Regular	\$	58,995	58,230	58,685	57,289	-1,396
Program	(FTE)	(1,248)	(1,248)	(1,241)	(1,125)	(-116)
(b) "Excess receipts"1/	\$	30,093	30,093	---	---	---
Subtotal	\$	89,088	88,323	58,685	57,289	-1,396
	(FTE)	(1,248)	(1,248)	(1,241)	(1,125)	(-116)
West. Oregon Info. & Res.	\$	1,574	1,554	1,582	1,077	-505
Data Acquis.	(FTE)	(16)	(16)	(16)	(14)	(-2)
West. Oregon Facil. Mtnc.						
(a) BLM	\$	3,715	3,666	3,756	6,213	+2,457
	(FTE)	(57)	(57)	(57)	(70)	(+13)
(b) Fed. Hwy. Admin.	\$	50	50	50	50	---
	(FTE)	(---)	(---)	(---)	(---)	(---)
Subtotal	\$	3,765	3,716	3,806	6,263	+2,457
	(FTE)	(57)	(57)	(57)	(70)	(+13)
West. Oregon Cons. & Acq.	\$	453	447	459	907	+448
	(FTE)	(9)	(9)	(9)	(9)	(---)
Total Requirements	\$	94,880	94,040	64,532	65,536	+1,004
	(FTE)	(1,330)	(1,330)	(1,323)	(1,218)	(-105)

1/ "Excess Receipt" funding is additional funding capability made available in the 1990 Appropriations Act "for reforestation and forest development and timber management".

Authorization

43 U.S.C. 1181
P.L. 75-405

The *Oregon and California Grant Lands Act of 1937* provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.

53 Stat. 753

The *Act of May 24, 1939* relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

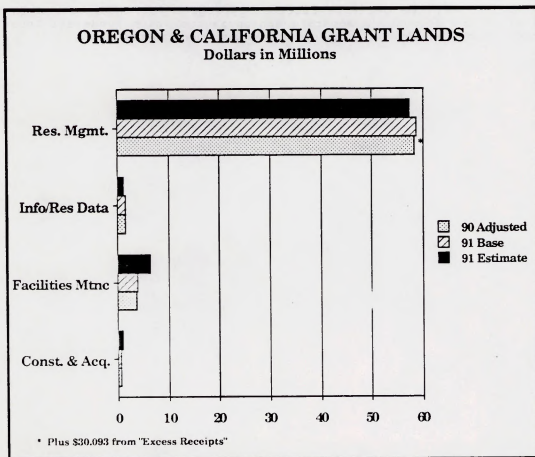
16 U.S.C. 594
P.L. 67-315

The *Timber Protection Act of 1922* provides for the protection of timber from fire, disease, and insects.

43 U.S.C. 1702

The *Federal Land Policy and Management Act of 1976* applies to P.L. 94-579 all "Public Lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, Section 701(b) provides that in the event that any provision of FLEMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other statutes regarding natural resource programs apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in western Oregon. These are discussed as necessary under each O&C program justification.



Activity Summary

Activity: Western Oregon Resources Management

(dollars in thousands)

Subactivity	1989 Actual	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Timber Management	21,874	23,014	22,716	22,982	22,603	-379
"Excess Receipts" 1/	---	10,900	10,900	---	---	---
Reforestation and						
Forest Development	24,848	30,313	29,920	29,986	29,783	-203
"Excess Receipts" 1/	---	19,193	19,193	---	---	---
Other Forest Res.						
Management	2,860	3,518	3,472	3,558	3,785	+227
Fire Protection 2/	2,293	---	---	---	---	---
Resource Management						
Planning	<u>3,395</u>	<u>2,150</u>	<u>2,122</u>	<u>2,159</u>	<u>1,118</u>	<u>-1,041</u>
Total	55,270	89,088	88,323	58,685	57,289	-1,396

1/ "Excess Receipts" funding is additional funding made available in the 1990 Appropriations Act "for reforestation and forest development and timber management".

2/ Beginning in 1990, the O&C Fire Protection program was incorporated in the new Firefighting account, a separate appropriation which funds all Interior Department fire management, protection and suppression programs.

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Timber Management

(dollars in thousands)

		1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Regular Program	\$	23,014	22,716	22,982	22,603	-379
	(FTE)	(707)	(707)	(703)	(635)	(-68)
"Excess Receipts"	\$	<u>10,900</u>	<u>10,900</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	\$	33,914	33,616	22,982	22,603	-379
Requirements	(FTE)	(707)	(707)	(703)	(635)	(-68)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 <u>B.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
\$	33,914	-298	33,616

The 1990 adjusted appropriation includes a reduction of \$298,000 pursuant to P.L. 99-177. This reduced capability will result in reduction of the offering of 14 million board feet for sale.

Objectives

The major objectives of the Timber Management program in western Oregon are to:

- o Support the economic stability of the region and help meet the national demand for forest products through the offering of approximately 1.2 billion board feet of timber for sale annually; and
- o Ensure that timber harvest is conducted in a manner that is both fiscally and environmentally responsible by preparing timber sale plans that are consistent with decadal timber and land use plans and by carefully monitoring timber sale contracts to ensure compliance with stipulations and payment schedules.

BUREAU OF LAND MANAGEMENT

Base Program

The 1991 Base program level is \$22,982,000 and 703 FTE. Under the timber management program, timber is offered for sale in accordance with the O&C Act of 1937 (43 U.S.C. 1181) on the revested O&C Railroad Grant Lands and the reconveyed CBWR Lands. This law provides that these lands shall be managed as a permanent source of timber in a manner which protects watersheds, regulates stream flows, provides for recreational facilities, and contributes to local economic stability. Additionally, under this program, timber from the intermingled Public Domain (P.D.) lands (approximately 240,000 acres) which are managed generally in the same manner as the O&C and CBWR lands but under the provisions of FLPMA, is offered for sale, and the related work is funded by this program.

Timber Sale Offering Level

The O&C Act directs the Secretary to announce an allowable sale quantity (ASQ) to be offered annually for sale given reasonable prices in a normal market. Operating under the current decadal plans completed in the early 1980's, this would amount to 1,183 million board feet (MMBF), as this was to be the calculated potentially available volume on a sustained yield basis. During 1988 this figure was reduced by 7 MMBF to 1,176 MMBF because of the transfer of land out of the base acreage for the Grand Ronde Indian Reservation. In addition, during 1988, the Ninth Circuit Court of Appeals issued an injunction in connection with preserving habitat of spotted owls which affected the ability of the BLM to offer the full planned ASQ. The offered volume in 1988 subsequently was 1,014 MMBF and the 1989 volume offered was 745 MMBF.

This 1988 injunction regarding the spotted owl prohibited the sale of old growth timber within a 2.1 mile radius of 396 identified spotted owl sites and enjoined from sale a significant amount of the remaining old growth timber in western Oregon.

In June 1989 the U.S. Fish and Wildlife Service (FWS) published a proposal to list the northern spotted owl as threatened throughout its entire range. Under a proposed listing, BLM must proceed with a conferencing process to obtain a clearance from FWS on each proposed timber sale. It is uncertain what impact this decision and the owl's potential listing will have on timber offerings from BLM lands. This will depend on how restrictive the recovery plan would be and what areas would be included as critical habitat. If all old growth is included (i.e. trees over 200 years of age), it would mean an available annual sale quantity from BLM of approximately 800 MMBF, a reduction from the 1,176 MMBF in current plans. However, the plan could be developed that is more restrictive or less restrictive than the assumption. A decision on the proposed listing is expected by June 23, 1990.

1989 Sale Offering

The 1989 timber sale offering level was reduced due to the injunction and the proposed listing of the northern spotted owl. Work on preparation of 1989 sales was deferred because of the injunction and because of the additional timber salvage work required as a result of the 1987 fire season. The full 1,176 MMBF could not have been offered even if the injunction had not been in effect due to the reduced program capability and loss of required lead time. The allowable sale quantity of 1,176 MMBF was reduced by 396 MMBF of enjoined volume to an unenjoined total of 780 MMBF. An additional 59 MMBF of available unenjoined outyear volume was added to the reduced figure to result in a planned offering level of 839 MMBF in 1989.

The injunction was lifted in May 1989, when the District Court ruled in BLM's favor based on Section 314 of the 1988 Interior and Related Agencies Appropriations Act which precludes litigation against BLM sales while BLM is completing new management plans. An appeal of this decision was made to the Ninth Circuit Court regarding reinstatement of the injunction. A ruling, imposing a second injunction, was issued on June 7, 1989. This injunction was more restrictive than the previous injunction, as it affected sites discovered since the case was originally filed and any new sites found in the future. A hearing was held in August and on September 7, 1989; the Ninth Circuit affirmed the District Court's decision on Section 314 and lifted the injunction. The remainder of the issues raised by the plaintiffs were remanded back to District Court for further consideration. These other issues include the effect of the O&C Act, FLEMA, and the Migratory Bird Treaty Act. The lifting of the injunction occurred too late in the fiscal year to allow offering of the previously enjoined timber in 1989. The result was that only 745 MMBF was actually offered in 1989. The remanded issues were dismissed in December 1989 in a decision by the District Court leaving no pending litigation.

1990 Sale Offering

The severe timber shortage in the Northwest and the continuing problem with litigation on the northern spotted owl issue prompted Congress to address the problem in the 1990 Interior Appropriations Act (P.L. 101-121). Section 318 of this Act requires that the BLM offer an aggregate volume of 1,900 MMBF for 1989 and 1990. With 745 MMBF offered in 1989, 1,155 MMBF will be offered in 1990. These proposed 1990 timber sales will be submitted to the FWS for conferencing as required by the Endangered Species Act and for review by the new advisory boards which were established under the direction of Section 318. It is anticipated that this volume will be offered in 1990, however, constraints to offering this volume could come from further litigation or, if the owl is listed by FWS in June, through limitations that would be imposed as a result of the formal consultation process. Monthly reports are being prepared and submitted Congress to provide status on the requirements in Section 318.

1991 Sale Offering

At the 1991 Base level of funding, BLM can provide a sale quantity offering of 715 MMBF. The capability provided by the anticipated carryover of "Excess Receipts" appropriations from 1990 provides for offering an additional 250 MMBF for a total Base level of 965 MMBF. This planned sale quantity reflects the loss of capability and lead time due to higher costs, logistical delays and anticipated constraints which may be imposed by the proposed listing of the northern spotted owl. However, due to factors discussed below in the "Decrease from Base" section, the sale offering at the 1991 Estimate level would be 950 MMBF.

Timber Management Program Components

The major work elements of the timber management program are as follows:

Inventory and Timber Management Planning - This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans and the computation of the allowable harvest levels.

The latest series of timber management plans were completed in 1983. Approximately 2.1 million acres of commercial forest lands, 87 percent of the land administered by BLM in the area, are covered by these plans. These plans, as amended, allow an annual allowable sale quantity level of 1,176 MMBF which is composed of a "base level" of 1,042 MMBF plus an additional 134 MMBF which is attributable to the completion of certain requisite intensive management practices.

BLM plans to publish six draft resource management plans (RMP) and associated environmental impact statements during 1991 which will cover all BLM administered land in western Oregon. These plans will address the calculation of the allowable sale quantity level for the decade of the 1990's as well as other issues such as old-growth forest management, land tenure adjustments, special management areas, etc.

Timber Sale Planning - Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns, the steep ground which characterize western Oregon commercial timber lands as well as the high level of public interest in the O&C timber program, all contribute to the complexity of the planning process which begins with identification of potential sale areas 5 years in advance of sale. A 5-year plan is developed which includes sale area recon, planning road locations, defining easement and cadastral needs mapping, harvest system analysis and pre-cruise to estimate potential sale volumes. These 5-year plans are normally updated or refined annually by deleting or altering problem tracts and adding replacement tracts. The process culminates in the development of annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation - The timber sale preparation process starts with interdisciplinary resource teams refining proposed sale boundary locations and determining the specific effects of harvest on any of the site's resource values such as wildlife, fisheries, archaeology, soils, water and air. All of these data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific impacts associated with the proposed harvest operations and prescribes mitigating measures. Sale boundaries, road locations, and log decking (landing) locations may also be adjusted to attain the prescribed mitigation.

The process continues with sale layout by field crews physically posting and marking sale boundaries, road locations, log skid trails, and other work areas needed for the harvest operation. Field crews then determine the sale volume and prepare a sale appraisal which determines the minimum bid for auction.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Historically, the purchaser has had 3 years to harvest the timber, although contracts with shorter harvest periods have recently been offered in response to current economic conditions and the requirement to encourage responsible bidding as required by the Federal Timber Contract Modification Act of 1984 (P.L. 98-478).

Timber Sale Contract Administration - This work involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is harvested. Aggressive contract administration minimizes the opportunity for timber trespass and unnecessary environmental degradation through contract violation.

Timber Management Plan Monitoring - In addition to the monitoring work done in sale contract administration, the overall impacts of the sale program are monitored to determine how these impacts relate to those predicted in Environmental Impact Statements and to guidance in Records of Decision for Timber Management Plans as well as to individual environmental analysis. The information gained from this monitoring will be used to improve the decision making information base for the 1990's decadal plans as well as for the development of future individual sale offerings.

"Excess Receipts" Program

The 1990 Appropriations Act for the Department of the Interior and Related Agencies, (P.L. 101-121), provided for the return of 50% of the O&C and CBWR receipts in excess of the amount estimated for 1989 in the 1990 President's Budget to the BLM's O&C Grant Lands account. This "excess receipts" funding is to be used "for reforestation and forest development and timber management." An additional \$30.1 million has been made available as a result of this provision in 1990. Some of this will carry over into 1991 and be available for program operations in 1991.

This additional funding provides BLM the capability to meet the timber sale volume commitment for 1990 as specified in Section 318 of the 1990 Appropriations Act. Approximately 440 MMBF of volume (including some commercial thinning volume) will be offered because of the "excess receipts" availability in 1990.

This increased availability of funds in 1990 along with some carryover into 1991, with its associated probable accomplishments, have been considered in the development of the 1991 President's Budget. The added capability due to "excess receipts" funding would provide for an increase of 250 MMBF over base in the planned sale offering over the capability which regular program funds allow.

A report to Congress which is due 30 days after submission of the President's budget on the planned use of the "excess receipts" will provide more detail on the proposed 1990 and 1991 distribution of funds and planned accomplishments.

Program Issues

Significant Issues relating to the development of the 1991 Request:

Program Costs

The higher program costs that the BLM has been experiencing in western Oregon have been due to numerous factors. These can be summarized as follows:

- o Data development and analysis for the 1990's decadal plans which now will include new additional alternatives for old growth timber/spotted owl management;
- o Additional workload due to increasing numbers of protests and appeals which has disrupted an orderly sales program;
- o Northern spotted owl injunctions and constraints due to proposed listing have resulted in loss of lead time already spent, as well as an increase in costs to intensify efforts to offer substitute volume. The proposed listing has increased costs due to additional field surveys and T/E "conferencing" which must occur to ensure no adverse impact to the owl or its habitat;

- o Cost increases associated with offering lower volume per acre sales due to lack of ability to offer high volume old growth areas;
- o Loss of lead time due to higher than normal contract administration and other efforts due to the accelerated harvest levels in 1988 and 1989; and
- o Increase in cost due to higher cost of offering "new" volume rather than the "reoffer" volume from the buy back of high price timber sales which has been the case during the past few years.

On the Shelf Volume

Under normal circumstances, it takes from 1.5 to 3 years to prepare a timber sale for offering. At the start of any given fiscal year, the majority of the work on the next year's sale plan has been essentially completed and that upcoming year's volume should be "on the shelf" and ready for sale. This normal amount of lead time has been depleted largely due to the constraints and uncertainty imposed by the injunctions and the proposed listing of the northern spotted owl. The injunctions and the proposed listing have substantially reduced the available land base and resulted in a need for total revisions of the annual and 5-year sale plans.

Northern Spotted Owl

Although BLM is not constrained by any injunctions at this time and is proceeding with the 1990 timber sale program as directed by Section 318 of the 1990 Appropriations Act, the northern spotted owl issue still causes a great deal of uncertainty in the timber sale program, especially for 1991. BLM has requested "conferencing" from the FWS on the 1990 sale plan in order to meet the volume commitments for 1990 as specified in Section 318. However, should FWS decide to list the owl as "threatened", BLM would be required to consult with FWS under different criteria. If listing does occur in June 1990, FWS would be required to formally define "critical habitat", and a recovery plan for the owl will need to be developed. These actions have the potential to significantly affect BLM's planned sale offerings in 1990 and 1991.

Additionally, the BLM is also participating on an Interagency Scientific Committee to address the issue of conservation of the northern spotted owl. This team of scientists is reviewing all known spotted owl data with the objective of developing both short and long term recommendations for the protection of northern spotted owls. Their recommendations will be submitted to the affected land management agencies in March, 1990. This information will be used to develop alternatives that will be included in the on-going RMP process. These recommendations will likely affect future sale volumes.

Market Conditions

Due to accelerated harvesting in 1988 and 1989 coupled with the reduced level of offered timber due to the issues involving the northern spotted owl, the level of "sold but unharvested timber" is at a record low. Available "on the shelf" prepared timber sales are also virtually nonexistent. This situation has resulted in a high demand for a limited supply of timber with resultant high bid prices. Revenues continue to be high, however, the level of timber sold and available for harvest is still less than what has been historically available. The market will continue to be volatile and it is very difficult to predict exactly how the market will continue to react to the uncertainties of the timber supply.



OLD GROWTH DOUGLAS-FIR

Measurement of old-growth tree in area set-aside
as spotted owl habitat.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	22,982	22,603	-379
(FTE)	(703)	(635)	(-68)

The 1991 estimate is a decrease of \$379,000 and 68 FTE.

Because of the effects of taking extra protection measures for northern spotted owl habitat and the need to prepare more timber sales in areas of second growth timber which involves a greater number of tracts with smaller acreages and less volume, the timber sale preparation process becomes more time consuming. Given the limited availability of lead time to prepare sales for 1991, BLM expects to offer 15 MMBF less for sale in 1991 for a total planned level of 950 MMBF. Therefore, there is a reduction of \$379,000 and 6 FTE.

The additional 62 FTE decrease results from a reduced level of "Excess Receipts" funding compared to 1990. Therefore, the BLM will reduce the number of temporary and seasonal employees who were funded.

O&C Timber Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base 2/	1991 Estimate 2/	Inc. (+) Dec. (-) from Base
Minor Forest Products (# Permits)	10,440	10,000	10,000	10,000	---
Inventory (000's acres)	386	70	30	30	---
Timber Mgt. Plans (#) 1/					
- Regular program	20	20	40	40	---
- "Excess Receipts" 2/	---	20	---	---	---
Total	20	40	40	40	---
Sales Prepared (#)					
- Regular program	282	240	240	230	-10
- "Excess Receipts" 2/	---	145	(85)	(85)	---
Total	282	385	325	315	-10
Timber Volume Offered (MMBF)					
- Regular program	745	715	715	700	-15
- "Excess Receipts" 2/	---	440	(250)	(250)	---
Total	745	1,155 3/	965	950 3/	-15
Harvest Volume (MMBF)	1,348	1,200	1,050	1,050	---
Total Volume Sold but unharvested - End of Year (MMBF) 4/	1,210	1,165	830	1,065	+235

- 1/ Timber management plans can be annual or 5-year timber sale plans, development, update or revision.
- 2/ Additional program capability due to the "Excess Receipts" provision of the 1990 Appropriations Act. (P.L.101-121). The workload accomplishments in 1991 represents an increase in outputs due to efforts expended in 1990 as well some carryover of this funding capability into 1991.
- 3/ These volume figures are the totals planned and prepared to be offered. Due to the uncertainties associated with the conferencing process with the FWS regarding the spotted owl and the unknowns due to the proposed listing, it is not possible to provide a precise figure of how much of the timber will actually be awarded and available for harvest. The total planned sale offering level for 1990 is consistent with the level as mandated by Congress in the 1990 Appropriations Act.
- 4/ The historical level of sold, but unharvested timber has been about 2.4 MMBF annually or about 2 years worth of normal sale offerings.

Distribution of change by object class

The object class detail for the proposed decrease of \$379,000 and 68 FTE 1/ is as follows:

	FTE	Amount
Personnel compensation	-6	\$ 192,000
Personnel benefits		38,000
Travel and transportation of persons		8,000
Transportation of things		23,000
Communications, utilities, and miscellaneous charges		19,000
Other services		48,000
Supplies and materials		40,000
Equipment		<u>11,000</u>
Total		\$379,000

- 1/ The 68 FTE includes a reduction of 62 FTE in staffing capability due to a reduction in that portion of the program which is funded by "Excess Receipts" capability. Personnel costs and benefits of this FTE reduction are not included in the decreased funding as they were not funded as a part of the regular appropriated funds.

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Reforestation and Forest Development

(dollars in thousands)

Program Elements		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Reforestation and Intensive Mgt.	\$ (FTE)	29,013 (451)	28,620 (451)	28,686 (448)	28,483 (405)	-203 (-43)
FIR/COPE	\$ (FTE)	1,300 (---)	1,300 (---)	1,300 (---)	1,300 (---)	--- (---)
"Excess Receipts"	\$	19,193	19,193	---	---	---
Total Requirements	\$ (FTE)	49,506 (451)	49,113 (451)	29,986 (448)	29,783 (405)	-203 (-43)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	49,506	-393	49,113

The 1990 adjusted appropriation includes a decrease of \$393,000 as a result of P.L. 99-177. This reduction in capability results in reduced accomplishments of lower priority treatment acres. The reduced accomplishments include 16,700 acres of inventory, 450 acres of site preparation, 700 acres of reforestation and 490 acres of plantation maintenance.

Objectives

The major objectives of the Reforestation and Intensive Forest Management program are to:

- o successfully reforest all harvested, burned or otherwise denuded forest land; and
- o increase the growth rates of forests to a level that supports the sustained yield of timber harvest as mandated by the O&C Act of 1937, the Federal Land Policy Management Act of 1976 and approved plans.

REFORESTATION AND INTENSIVE MANAGEMENT

Base program

The 1991 base program is \$28,686,000 and 448 FTE. This program provides for reforestation and other forest development practices in order to utilize the full productivity potential of the timber lands in western Oregon. Reforestation and intensive management are necessary to ensure prompt forest regeneration, to mitigate impacts on other resources, and to ensure that the new forest will grow at rates projected in approved timber management plans. The relative degree of success of the applied practices and the resultant rate of growth are an integral part of the calculations of the allowable sale quantity (ASQ). The success or failure of reforestation and intensive management practices have a direct correlation not only to the goals of good forest management and the principles of forest ecology, but also to receipt collections in the outyears because of the "investment nature" of the program.

Sustained Yield Requirements

BLM Western Oregon Districts are operating under an allowable cut plan and calculation that was developed in the early 1980's and will be effective through 1992. The drafts of the new plans are scheduled to be completed in 1991 with the final due to be published in 1992. The current ASQ of 1,176 MMBF is composed of a "base" level of 1,042 MMBF and an "intensive" level of 134 MMBF. The "base" level represents an allowable annual flow of timber volume sustainable in perpetuity provided that all areas harvested receive site preparation, are reforested, receive plantation maintenance and genetically improved planting stock is available at the time in the amounts needed.

Approved timber management plans identify the sustained yield sale level (ASQ) and activities essential to support it. These activities include:

- 1) Minimum acceptable program actions necessary to support the "base level" component of the sustained yield harvest level; such as the following:
 - o Site survey to determine need for treatment and treatment effectiveness;
 - o Preparing sites for planting;
 - o Planting of high quality genetically superior seedlings;
 - o Maintaining plantation survival and growth by protecting seedlings from damage by animals, drought, and heat and by releasing seedlings from competing vegetation; and
 - o Improving the genetic quality of planting stock through seed orchard establishment.
- 2) Activities which maintain or achieve optimum conditions for tree and stand growth in order to support the "intensive level" component of the sustained yield harvest level; such as the following:
 - o Precommercial thinning;
 - o Fertilization; and
 - o Stand conversion.

Base Level Component. Requirements for effective reforestation vary according to individual harvest units. Actual needs start with inventory and usually require expenditures for site preparation. Site preparation techniques, including prescribed burning, are frequently required prior to the actual reforestation. The workload shown for site preparation includes output resulting from funding both from this subactivity and from timber contract expenses in the "Service Charges, Deposits, and Forfeitures" appropriation.

Investments in maintenance include paper mulching around tree seedlings, protection from animal damage with vexar tubing or chemical repellants, and the removal of vegetation competing with tree seedlings either through use of mechanical means or herbicides.

Tree planting alone will not achieve the desired resource management results. In many cases, tree seedlings will not survive without added maintenance investments. Lack of maintenance can result in a loss of previous investment in funds and efforts as well as additional expenditure because site preparation and reforestation efforts may have to be repeated. In addition, growth losses will also occur which will result in a reduced volume availability in future decadal calculations of the allowable sale quantity.

NEW FORESTS

Forester examining vigorous
growth in a new forest.



Land treatments, such as the use of herbicides, are sometimes necessary for planted seedlings to achieve optimum growth. Competition from other species will decrease potential growth rates. Later, precommercial thinning is used to remove selected trees, concentrating light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber. In addition, BLM, through its tree improvement program, seeks to improve the genetic traits of the trees in order to provide for faster growing, higher quality trees and disease resistant tree populations.

Plantation maintenance is essential to the survival of seedlings. Since 1984, the application of herbicides has been prohibited due to court injunction and has resulted in overall higher cost per acre for treatment. These more costly alternatives to herbicides have resulted in less than effective results as well as in considerably fewer acres being treated. A large amount of untreated plantation acres are now threatened with loss of growth or failure of seedlings to survive.

Intensive Level Component The "intensive" level of sustainable annual flow is that portion attributable to growth enhancement and is dependant upon the annual completion of an average of 820 acres of stand conversion, 12,240 acres of precommercial thinning and 22,190 acres of fertilization. Since 1986, very little intensive management work has been accomplished since resale of "buy back" timber sales were substituted for "new" sales. This substitution created an "offset" when the acres of "new" sales were not deleted from the base. This "offset" has been used in lieu of intensive management activities. The last year that this "offset" could be used in the determination of the allowable sale quantity is 1990. The accomplishment of the prescribed intensive management practices would be necessary in order to offer a full allowable harvest level, which includes the intensive management increment, beginning in 1991.

The utilization of these buy back "offsets" in lieu of performing intensive management may, in fact, result in potential future harvest reductions due to loss of growth because "biological windows" of increased growth opportunities may have been foregone in many cases.

Workload Elements

The forest development and reforestation workload is accomplished principally through contracting specified treatment projects (i.e., slash burning, tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with BLM personnel, usually temporary employees. Types of work which involve permanent BLM personnel primarily include monitoring and research facilitation, environmental assessment, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

- o **Monitoring and Research Facilitation** - Includes all work associated with field studies and research facilitation to identify development needs and to monitor results of past actions.
- o **Environmental Assessment** - Includes all work involved in preparing and reviewing environmental assessments relating to intensive forest management practices.

- o Inventory, Project Planning, Layout and Contract Preparation - Includes all work involved in conducting pre-and-post-treatment survey to identify needs and evaluate treatments, and the preparation of land treatment contracts for bid advertisement and award.
 - o Contract Administration - Includes all work associated with the supervision and administration of land treatment, research and other support contracts such as genetic improvement.
 - o Seed Orchard Operation - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, and Tyrrell seed orchards, including the progeny test plantations where genetically superior trees are grown for the purpose of determining which superior trees will be used for seed production.
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TYRRELL SEED ORCHARD

In the future, this seed orchard will provide high quality Douglas-fir tree seed from specially bred trees that are genetically superior.

Relationship of Timber Harvest Level to Reforestation Needs

The lag between timber harvesting and reforestation exists because of the need to produce the proper seedlings and to perform site preparation prior to actual planting of seedlings.

The following table illustrates the relationship of timber harvest levels to reforestation:

**TIMBER HARVESTING AND REFORESTATION
(1977-1991)**

<u>Year</u>	<u>Harvest (Million board feet)</u>	<u>Final Harvest Acres</u>	<u>Reforestation (acres)</u>
1977	1,032		26,333
1978	1,061		32,890
1979	1,040		31,016
1980	929		26,917
1981	857		28,198
1982	320		20,192
1983	812		17,149
1984	1,039	21,075	17,463
1985	1,008	24,333	17,642
1986	1,204	27,630	23,587
1987	1,300	30,704	27,901
1988	1,642	38,284	24,584
1989	1,348	30,118	34,749
1990 (est.)	1,200	28,400	41,000
1991 (est.)	1,050	27,270	35,400

The effort to expedite accelerated salvage of 1987 fire killed timber, combined with a strong lumber market for Pacific Northwest timber, raised BLM's total timber harvest to 1,642 MMBF in 1988 and to 1,348 MMBF in 1989. This is considerably higher than the normal rate of harvest. The BLM has been increasing reforestation efforts since 1986 to keep pace with this increased rate of harvest. Due to the shortage of timber supply in the Northwest, it is expected that the volume of harvest will continue to exceed the normal level through 1990, at which time the rate of harvest is anticipated to begin to reduce to a more stable annual level.

As a result of this increased harvest, forest development program needs in terms of site preparation, tree planting, plantation maintenance, and tree improvement have also increased significantly resulting in the current number of acres needing treatment.

The impact of the restriction on the use of herbicides since the injunction in 1984 is also affecting the current programs. The increased treatment costs because of the use of more expensive alternative methods has resulted in fewer acres being treated and a treatment acreage backlog has resulted. Some of this backlog has resulted in reduced seedling survival as well as loss of growth.

The availability of herbicides by 1991 remains highly uncertain in light of the likelihood of continued legal challenges. If herbicide use was to become available in 1990 or 1991, the capability of the BLM to accomplish any significant amount of additional acreage will be very limited, because of the need to rebuild the logistical aspects of the program, such as acquiring updated pesticide application certifications for BLM project inspectors, as well as complying with the additional constraints that would be expected.

Reassessment of Reforestation and Forest Development Needs

A new analysis which reassessed and updated treatment needs for western Oregon was completed in late 1989. The purpose for conducting this analysis was the apparent variability that existed in previous estimates. It was determined that there are factors, both controllable and uncontrollable, which contribute to the variability. The uncontrollable factors include the uncertainty in

projecting future treatment needs, the reduced program capability and the market conditions which have resulted in record levels of harvest activity in recent years. The reassessment improved the definition of terms and the information collecting and verification process, which were identified as controllable factors. The analysis resulted in a total treatment need identified for 1990 which substantially exceeded the previously identified backlog. This backlog was identified to portray the critical treatment needs where plantation survival was threatened or "biological treatment windows" were passing.

The identified additional needs are important because treatment prevents the need from becoming critical. The total need also represents a static portrayal of a dynamic program. There is an inherent variability in projecting future needs. For this reason the data was collected as both firm and projected needs. Firm needs are supported by site specific in-place treatment recommendations. Projected needs are those based on anticipated harvests or plantation mortality. As time passes projected needs become firm or drop out and new projections are made. The new total need which is illustrated in the "Analysis of Treatment Needs" is comprised of:

- o critical needs,
- o treatments deferred due to their lower priority and the lack of herbicides, and
- o opportunities to maximize the future sustained yield and harvest revenue potential.



PLANTATION MAINTENANCE

Plantations need maintenance treatments in order to prevent seedling death or significant growth loss due to vegetative competition.

ANALYSIS OF TREATMENT NEEDS

	<u>Site prep. (acres)</u>	<u>Reforest. (acres)</u>	<u>Plant. Maint. (acres)</u>	<u>Pre-Comm. Thinning (acres)</u>	<u>Fertil. (acres)</u>
Total 1990 Need 1/	72,300	55,700	172,300	57,700	140,800
Anticipated 1990 Treatments 2/	<u>-26,600</u>	<u>-41,000</u>	<u>-65,200</u>	<u>-14,400</u>	<u>-24,300</u>
Expected Carryover into 1991	45,700	14,700	107,100	43,300	116,500
Anticipated "new" 1991 needs	<u>+20,000</u>	<u>+40,000</u>	<u>+35,000</u>	<u>+12,200</u>	<u>+22,200</u>
Total 1991 Need	65,700	54,700	142,100	55,500	138,700
Proposed 1991 Treatments2/	<u>-21,200</u>	<u>-35,400</u>	<u>-42,200</u>	<u>-5,500</u>	<u>-9,300</u>
Expected Treatment Needs at 1991 EOY	44,500	19,300	99,900	50,000	129,400

1/ Acreage as identified in the late 1989 analysis which reassessed treatment needs and provided updated data for program planning.

2/ Includes accomplishments achieved with "excess receipts" funding.

"Excess Receipts" Program

The 1990 Appropriations Act for the Department of the Interior and Related Agencies, (P.L. 101-121), provided for the return of 50% of the O&C and CBWR receipts in excess of what was estimated for 1989 in the 1990 President's Budget to the BLM O&C Grant Lands account. These "excess receipts" are to be used "for reforestation and forest development and timber management."

This increased availability of funds in 1990 along with anticipated carryover into 1991, with its associated probable accomplishments, have been considered in the development of the proposed 1991 budget. The added capability due to "excess receipts" funding capability will provide for the elimination of the previously identified treatments needs of site preparation, reforestation, and stand maintenance, and the continuation of the tree improvement program. In addition, these funds will provide the capability to complete a portion of the 2-year average annual increment of "intensive management" during the 1990-1991 period, 19,900 acres of precommercial thinning (81% of the two year average) and 33,600 acres of the fertilization (76% of the two year average).

A report to Congress, due 30 days after submission of the President's Budget, on the planned use of the "excess receipts" will provide a greater level of detail on the 1990 and 1991 anticipated expenditures and accomplishments.

Decrease from 1991 Base

(dollars in thousands)

	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Difference</u>
\$	28,686	28,483	-203
(FTE)	(448)	(405)	(-43)

A decrease of \$203,000 and 43 FTE is proposed for 1991. This reduction results from plans to reduce lowest priority treatment acres with appropriated funds. The reductions include 10,000 fewer acres of inventory, 200 fewer acres of site preparation, 400 fewer acres of reforestation and 300 fewer acres of plantation maintenance from the 1991 Base in regular funds.

The availability of carry-over of "excess receipts" funding in 1991 will allow the BLM to accomplish 37,000 acres of inventory, 3,700 acres of site preparation, 4,100 acres of reforestation, 14,700 acres of plantation maintenance, 5,500 acres of precommercial thinning, and 9,300 acres of fertilization. These are units which can be accomplished over and above those that are funded with regular appropriated amounts in 1991. They allow BLM to make substantial progress in addressing the needs for reforestation and intensive timber management in western Oregon. Given the consideration of regular appropriated funds and the carry-over "excess receipts", BLM is able to make substantial progress in the Forest Development program in 1991. The results of the 2-year (1990-1991) accomplishments will bring the status of the forest resource in western Oregon into a much better condition than it was in 1989.

The FTE decrease is a reduction in capability as a result of a reduced availability of "Excess Receipts" funding from 1990 that is being carried over into 1991. These FTE represent term, temporary and seasonal employees who were hired as a result of the "excess receipts" funding.

Reforestation and Forest Development Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels (including "Excess Receipts") are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base 1/	1991 Estimate 1/	Inc. (+) Dec. (-) from Base
Inventory (000's acres)					
Regular program	136	38	120	110	-10
"Excess Receipts" 1/	---	113	(37)	(37)	---
Total	136	151	157	147	-10
Site preparation (acres)					
Regular program	13,263	16,400	17,700	17,500	-200
"Excess Receipts" 1/	---	10,200	(3,700)	(3,700)	---
Total	13,263	26,600	21,400	21,200	-200
Reforestation (acres)					
Regular program	34,749	29,500	31,700	31,300	-400
"Excess Receipts" 1/	---	11,500	(4,100)	(4,100)	---
Total	34,749	41,000	35,800	35,400	-400
Maintenance (acres)					
Regular program	23,720	26,100	27,800	27,500	-300
"Excess Receipts" 1/	---	39,100	(14,700)	(14,700)	---
Total	23,720	65,200	42,500	42,200	-300
Precom. thinning (acres)					
Regular program	---	---	---	---	---
"Excess Receipts" 1/	---	14,400	(5,000)	(5,500)	---
Total	---	14,400	(5,000)	(5,500)	---
Fertilization (acres)					
Regular program	---	---	---	---	---
"Excess Receipts" 1/	---	24,300	(9,300)	(9,300)	---
Total	---	24,300	(9,300)	(9,300)	---

1/ Additional program capability due to the "Excess Receipts" provision of the 1990 Interior Appropriations Act (P.L. 101-121). The workload accomplishments in 1991 represent an increase in outputs due to efforts expended in 1990 as well some carryover of funding capability into 1991.

Distribution of change by object class

The object class detail for the proposed decrease of \$203,000 and 43 FTE 1/ is as follows:

	FTE	Amount
Travel and transportation of persons		\$ 4,000
Transportation of things		9,000
Communications, utilities, and miscellaneous charges		8,000
Other services		144,000
Supplies and materials		30,000
Equipment		<u>8,000</u>
Total		\$203,000

- 1/ The 43 FTE represents a reduction in temporary and seasonal staffing capability due to a reduction in that portion of the program which is funded by "Excess Receipt" funding. Personnel costs and benefits are not included in the decrease of funding since they were not funded as a part of the regular appropriated funds.

FIR/COPE

Objectives

- o The objective of the FIR (Forestry Intensified Research) Program is to analyze and develop new ideas and technology to solve reforestation problems in Southwestern Oregon and return these areas to the timber base.
- o The objective of COPE (Coastal Oregon Productivity Enhancement) Research Program is to develop methodologies and techniques for speeding up resource restoration, productivity enhancement and maintenance of the Coastal Oregon Forests.

1991 program

A total of \$1,300,000 is included in the 1991 program for the FIR and COPE research projects.

FIR was developed to improve reforestation and timber stand improvement technology for Southwest Oregon. Work is primarily performed by Oregon State University in participation with BLM, the Forest Service, the State of Oregon Forestry Department, and various industrial and private landowners. Initiated in 1979, FIR is in the final phases of its schedule. There will be an extension of several years in the adaptive phase to facilitate application of the findings.

In 1991 COPE will be its 5th year of development. This is a cooperative program with the Forest Service and Oregon State University to find methods to improve timber production, silvicultural practices, fire and air quality management, watershed protection, soil stabilization, fisheries enhancement, and resource and economic analysis for western Oregon forest land from the Columbia River south to the California border and from the Pacific Ocean to the eastern slope of the Coast Range.

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Other Forest Resources Management

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	3,518	3,472	3,558	3,785	+227
(FTE)	(65)	(65)	(65)	(68)	(+3)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 <u>B.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
\$	3,518	-46	3,472

The 1990 adjusted appropriation has been reduced by \$46,000 due to the effects of P.L. 99-177. This loss of program capability in Other Forest Resources results in the loss of capability to accomplish the following planned items: 5 recreation protection projects, 1 watershed improvement project and 1 anadromous fisheries project.

The subactivity, Other Forest Resources Management, includes the program areas of Rangeland Management; Recreation Management; Soil, Water and Air Management; and Fish and Wildlife Habitat Management as conducted on BLM administered lands in western Oregon.

RANGELAND MANAGEMENT

Objectives

The major objectives of the Rangeland Management program are:

- o utilize available forage for livestock production;
- o maintain and improve vegetative conditions; and
- o accomplish vegetation-related resource management goals and objectives in western Oregon.

Base program

This program provides for grazing administration on Public Lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. The Rangeland Management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In several areas where

there are large and well blocked lands, coordinated resource management plans have been developed and needed management improvement projects constructed.

Various projects on O&C lands, such as fences and water developments, are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. Livestock management projects also help to accomplish other vegetation related management objectives such as the protection and improvement of important wildlife habitat and the protection of threatened and endangered plants and animals.

RECREATION MANAGEMENT

Objectives

The major objectives of the Recreation Management program are to:

- o Ensure the continued availability of Public Land for a diversity of resources-dependent outdoor recreation opportunities while maintaining the commitment to managing the Public Land consistent with the O&C Act and the principles of multiple use;
- o Manage and monitor the basic natural, cultural and scenic resources found on the Public Land in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation opportunities and experiences;
- o Place a priority on providing for a variety of public recreation opportunities and experiences through visitor awareness information, interpretation, and protection, with emphasis on on-the-ground presence;
- o Expand and strengthen cooperative partnerships with federal, state and local agencies and the private sector to enhance the outdoor recreation opportunities offered on and adjacent to the Public Land;
- o Recreation planning efforts will assure public awareness and encourage public participation. The BLM will cooperate in other federal, state and local recreation planning efforts;
- o Limit or allocate recreation use as necessary, through the use of the BLM planning system;
- o Issue special recreation permits in an equitable manner as a means to control visitor use, to protect the resources, and to provide for private and commercial recreation use;
- o Assure that recreational users assume their share of the cost of maintaining recreation facilities and the protection of resources by establishing and assessing equitable fees at appropriate facilities and for certain recreational uses of the Public Lands; and
- o Develop and maintain cooperative relationships with national, state and local tourism entities and to assist them in promoting local tourism.

Base program

The western Oregon program is operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including provision of recreation facilities and the provisions of FLPMA which

are applicable to all areas of the Public Land. As a result of the proximity of these lands to the Willamette Valley, coastal population centers, and major transportation corridors, western Oregon lands provide a unique diversity of recreation opportunities to a large number of visitors. The management of and provision of recreation facilities is consistent with the BLM's multiple use mandate and specific legislative requirements such as the O&C Act, FLPMA, National Historic Preservation Act, etc..

The western Oregon lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity and quality. The base program encompasses workload associated with 88 miles of rivers in the National Wild and Scenic River system; 65 miles of National Recreation, Scenic and Historic Trails; 50 developed recreation sites and 24 undeveloped sites; over 10,000 miles of roads suitable for travel by normal vehicles, and several thousand miles of primitive roads used for back-country exploring, hunting and fishing, etc.; 35 boat access sites; 222 miles of floatable rivers, 2,125 miles of fishing streams; and 11 special and 19 extensive recreation management areas.

To guide its recreation program into the year 2000, BLM has completed *Recreation 2000, A Strategic Plan*. This Plan provides for a historical look at BLM's role in providing management of the Public Lands, a discussion and examples of the economic benefits of Public Land recreation, and a look to future trends and their impact on BLM. The Plan highlights where BLM intends to concentrate its efforts in programs related to recreation. The primary purpose of the plan is to provide a clear statement of BLM recreation management policies and goals. Oregon has prepared a State Strategic Plan to guide the implementation of the recreation management goals and policies within the State.

Public demand for recreational use of the western Oregon lands has increased from 2.1 million visits in 1982 to 2.8 million in 1988. Use by 1991 is predicted to be between 3 million and 3.5 million visits.

Under the base program, BLM provides a wide range of recreation opportunities consistent with intensive forest management objectives including the management of Congressionally designated recreation areas. Through interpretive techniques, management of recreation use occurring on western Oregon lands provides a basis to provide greater understanding and acceptance of intensive forest management programs. The focus is on providing recreation opportunities, visitor services/information and protection of high priority special recreation management areas such as designated Wild and Scenic Rivers, the Pacific Crest Trail, and major recreation sites such as Loon Lake and Hyatt Lake.

An important component of the program involves providing visitor management services, including on-the-ground management presence. The base program also assists in funding two BLM Rangers. These rangers add visibility for the BLM as well as augment local law enforcement authorities who cannot provide a full time law enforcement presence or resource-trained personnel. The presence of BLM Rangers trained in law enforcement and use supervision is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, and to help assure visitor safety.

Many recreation opportunities are made available to the public through the issuance of special recreation permits. This is an essential function because of the accompanying monitoring and compliance activities which provide the BLM with the capability to control use and aid in the protection of resources. The public is also well served through the permitting of commercial operators because many people lack the proper equipment and/or "know-how" to utilize the

available recreation opportunities and would not have the opportunity to experience them. Issuance of permits also provides a direct monetary return to the federal government. In 1989, collections from 112 commercial permits in western Oregon totaled over \$128,442. Commercial recreation use and competitive events have an important economic implication to the local communities as they generate economic returns in the proximity to the activities. This is particularly true with whitewater boating on the Rogue, Klamath and North Umpqua Rivers.

In addition to the commercial permits, approximately \$40,000 in noncommercial fees were collected and \$110,399 in recreation site fees.

Resource Protection is also an important component of the Base program. This portion of the program is directed toward preventing degradation or damage to resources from recreation oriented activities. This component includes project work needed to reduce erosion by directing use away from fragile soils, installation of devices to prevent overuse of sensitive vegetative or wildlife areas, landscape treatments, etc. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land use activities through the addition of stipulations to leases and permits.

The Base program also includes preservation and management of archeological and historical resources. It provides appropriate sites for natural history research, which provides data that aids in resource program planning, including forest management.

SOIL, WATER AND AIR MANAGEMENT

Objectives

The objectives of the soil, water and air management program are to:

- o Provide management with baseline inventory data on soil and water resources including information on soil capabilities, suitabilities, behavior and use limitations;
- o Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity or water quality nor negatively affect runoff;
- o Provide management with information on air quality, climatology and meteorology;
- o Monitor water and air quality (i.e., smoke impacts, acid rain, visibility) and evaluate conditions to determine if Bureau activities are negatively impacting water or air quality; and
- o Take necessary actions to ensure activities are in compliance with National and State laws and regulations.

Base program

The goals of this program are to fulfill provisions of the O&C Act which requires management of O&C lands for permanent forest production, including protection of watersheds and regulation of stream flow. The program is also guided by E.O. 12088 which requires federal compliance with Pollution Control Standards. BLM is actively involved in Federal and State programs for smoke management, acid rain monitoring, and nonpoint source water quality problem identification and monitoring.

The benefits of the program accrue mainly to the resources and include:

- o Maintaining and increasing the soil's capability to produce timber and related products;
- o Ensuring that timber sale plans are in compliance with relevant laws and regulations; and
- o Maintaining site productivity through on-site water management and design of water control facilities such as adequate installation of bridges and culverts in order to protect the road system while minimizing the impacts to the fisheries resources.

An emphasis in the 1991 workload will be on program support for development of western Oregon Resource Management Plans (RMPs) for the 1990s. Increased watershed monitoring will be offset by a decrease in soil surveys. Monitoring is expected to increase as a result of completion of the decadal planning effort and the start of implementation of the watershed recommendations and the need for soil surveys is diminishing. Global change research activities will be initiated in 1991 in coordination with other program activities.

WILDLIFE AND FISHERIES HABITAT MANAGEMENT

Objectives

The objectives of the Wildlife and Fisheries Habitat Management program in western Oregon are to:

- o Improve anadromous fisheries habitat consistent with BLM's *Fish and Wildlife 2000* program and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future";
- o Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species, consult with the Fish and Wildlife Service (FWS) when there is an initial determination that an action may affect any T/E species and to aid in the recovery of T/E species;
- o Comply with Executive Orders No. 11988 and No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat; and
- o Implement Oregon's *Fish and Wildlife 2000* plan and Riparian Strategy.

Base program

The BLM wildlife and fisheries habitat management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species and T/E plant and animal species occurring on the Public Land in western Oregon.

In 1988, a strategic plan for the BLM's wildlife and fisheries program (*Fish and Wildlife 2000*) was completed which describes goals and objectives for more efficient management of fish and wildlife resources, and also outlines the direction of the BLM's efforts between now and the year 2000. Under the program for the future, program goals and objectives are identified for three major components: Wildlife Habitat Management, Fisheries Habitat Management, and T&E Species Habitat Management. The *Fish and Wildlife 2000* Plan defines the program according to these manageable categories and also provides a focus for the entire program, while the specific objectives listed relate directly to western Oregon lands.

By early 1990, Oregon will have completed its state level *Fish and Wildlife 2000* Plan outlining specific objectives and actions to be taken within the State. During 1991, this plan will be ready for implementing actions in all components of the program.

Benefits of the wildlife and fisheries habitat management program include providing wildlife habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the timber management program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly, effective and environmentally sound timber management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, and T/E species, into various condition classes and needs.

Anadromous Fisheries

One of the most valuable resources in western Oregon is its stream habitat for anadromous fish. In recent years, however, the production of wild coho salmon has declined. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities. Beginning in 1986, additional funding to support the Anadromous Fish Habitat Enhancement Plan has allowed BLM to increase stream improvement projects, intensify monitoring studies, and initiate a planning effort on a 5-year program to improve stream habitat for anadromous fisheries. The base program for 1991 includes funds for a portion of the scheduled implementation needs as identified in the annual schedule of the 5-year plan.

The types of improvement projects include opening of blocked streams to remove obstacles to fish passage and to improve spawning and rearing habitat to increase fish survival rates. Specific practices include log jam removal to improve fish passage, replace gravel in spawning areas, and placement of instream structures to enhance spawning and rearing areas. These efforts are also part of BLM's role in an interagency cooperative effort with the State Coho Salmon Enhancement Program.

Sensitive Species Habitat Management

Presently, the single most important issue facing the wildlife habitat program in western Oregon is the northern spotted owl and its response to the ongoing timber management program.

Northern Spotted Owl research is conducted to facilitate overall management of the western Oregon forests. The base funding level would provide for continued spotted owl research and monitoring of the owl to determine if management actions are producing the intended results. Due to recent changes in the status of the northern spotted owl, the proposed listing by the FWS and the continuing uncertainties associated with the species requirements, the base level of funding provides only a limited amount of the program response that is now required. A much higher level of technical assistance, consultation, research, and monitoring will be necessary in order to accelerate the acquisition and analysis of data, prevent delays in other program actions and to avoid further litigation.

The BLM signed a formal agreement with the State of Oregon Department of Fish and Wildlife on December 22, 1987 to protect 110 northern spotted owl sites, each site being approximately 2,000 acres in size. This agreement is to be in effect until the 1990's Resource Management Plans are completed as they will establish the long-range management objectives for northern spotted owl habitat. BLM has implemented an intensive monitoring plan to track spotted owl activity on all 110 sites and is protecting the sites by scheduling timber

harvest away from these areas until the 1990's plan is implemented. Section 318 of the 1990 Appropriations Act has added an additional 12 sites to be protected to the original 110 in the agreement. The Plan for the 1990's will spell out what action is to be taken in the future to protect the owl and its habitat. Past litigation regarding the northern spotted owl, the proposed listing by the FWS as threatened and the requirements and implications of Section 318 of the 1990 Appropriations Act, have resulted in considerable changes in the activities associated with the species (see discussion in Timber Management for more information on the specifics of the status of the northern spotted owl issue). Monthly reports are being submitted to Congress by BLM, FWS and USFS on the status of the requirements of Section 318.

NORTHERN SPOTTED OWL

The spotted owl, which inhabits the forested areas of western Oregon, is the subject of special management attention.



Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	3,558	3,785	227
(FTE)	(65)	(68)	(+3)

The 1991 Estimate is an increase of \$227,000 and 3 FTE. The increase will be used to fund activities in two of the four program areas in Other Forest Resources. Increases in these program areas will aid in demonstrating BLM's efforts to attain an effective balance in the multiple use concepts in western Oregon. Legal challenges as well as public interest in these programs has been increasing dramatically in recent years. The recognition of these resources and their values are creating a new awareness in the eyes of the public and the BLM intends to meet these challenges and demands through enhancement of these various program areas.

Specific increases by program area are as follows:

Recreation Management (+\$110,000 and 2 FTE)

An increase of \$110,000 and 2 FTE in this program area will be used to fund the implementation of high priority *Recreation 2000* initiatives, including visitor services and wild and scenic river management. This is a priority item as identified in the State's implementation plans. This funding priority on the recently designated addition of four rivers to the National Wild and Scenic River System in western Oregon has increased public awareness of the Public Land as well as increased the management responsibility of the BLM. Funding priority will be for the purpose of inventory, planning, permitting, visitor management and resource protection in these congressionally designated areas.

Wildlife and Fisheries Habitat Management (+\$117,000 and 1 FTE)

An increase of \$117,000 and 1 FTE in this program area will be utilized for: (1) beginning implementing *Fish and Wildlife 2000* initiatives (such as the Dean Creek HMP, New River ACEC and anadromous fish habitat projects), and (2) increased activities related to spotted owl habitat management including monitoring, studies and coordination with the Fish and Wildlife Service and other agencies. This work will enhance the future survival of the spotted owl as well as to help ensure that future timber sales are prepared with the best information available regarding the northern spotted owl and its' habitat requirements.

Other Forest Resource Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
RANGE					
Inventory (000s acres)	2	2	2	2	---
Allotments monitored (#)	54	54	54	54	---
Leases Administered (#)	108	130	148	148	---
Projects Developed (#)	0	0	3	3	---
RECREATION					
Inventory (000's acres)	31	32	25	75	+50
Activity Plans (#)	1	1	1	3	+2
Permits (#)	112	91	95	115	+20
Protection Projects (#)	55	46	47	48	+1
SOIL, WATER and AIR					
Inventory (000's acres)	3	3	3	3	---
Activity plans (#)	2	3	4	4	---
Soil survey (000's ac.)	59	52	10	10	---
Water right document. (#)	7	11	3	3	---
Air monitoring (# stat.)	5	5	5	5	---
Watershed monitoring (# stations)	50	47	57	57	---
Watershed imprvmnts. (#)	12	21	24	24	---
WILDLIFE HABITAT MANAGEMENT					
Inventory (000's acres)	11	11	25	35	+10
Activity plans (#)	---	---	---	2	+2
Monitoring (# plns mon.)	126	119	119	147	+28
Development projects (#)	5	26	20	24	+4
Maintenance projects (#)	28	29	28	35	+7

Distribution of change by object class

The object class detail for the proposed increase of \$227,000 and 3 FTE is as follows:

	FTE	Amount
Personnel compensation	3	\$ 96,000
Personnel benefits		19,000
Travel and transportation of persons		9,000
Transportation of things		11,000
Communications, utilities, and misc. charges		11,000
Printing and reproduction		2,000
Other services		55,000
Supplies and materials		20,000
Equipment		4,000
Total		\$ 227,000

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Resource Management Planning

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	2,150	2,122	2,159	1,118	-1,041
(FTE)	(25)	(25)	(25)	(17)	(-8)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	2,150	-28	2,122

The reduction of \$28,000 due to PL 99-177 will result in deferring a planned upgrade of computer equipment in 1990. Deferring these upgrades will delay the adaptation of the existing equipment to meet the current demands to support the new RMPs resulting in a less than optimum analyses of information.

Objectives

The objectives of the western Oregon Resource Management Planning program are to:

- o Develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;
- o Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles;
- o Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input; and
- o Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

Base program

The 1991 Base program level for resource management planning is \$2,159,000 and 25 FTE. Land use planning is mandatory on all Public Lands and is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands.

BLM planning regulations and policy require a full interdisciplinary team for the entire sequence of steps in the planning process. The composition of the team is determined by the district manager after receiving public input on planning issues. The process requires skills and expertise in forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management, landscape architecture, archaeology, public participation techniques, computer programming, and cartography. The district managers and involved area managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate State office staff specialists are involved in the selection of the preferred alternative, and the State Director must concur with the final planning decision.

The current land use plans in western Oregon have been in place since the early 1980's. In 1986, efforts began on the development of new land use plans for the decade of the 1990's. These new plans for all of the lands in western Oregon will deal with the numerous major resource management issues such as old growth management, spotted owls, allowable cut, anadromous fish, etc., and the drafts are scheduled for completion in 1991 with the final scheduled to be approved in 1992. These plans will guide the management of the BLM administered lands in western Oregon for the decade of the 1990's.

When the planning effort was begun, 5 new RMPs were initiated, one for each western Oregon district. Subsequently, a reorganization in southwest Oregon resulted in an administrative transfer of approximately 52,000 acres of O&C land from the Medford District to the jurisdiction of the BLM Lakeview District. This has thereby resulted in an additional planning effort by the Lakeview District in order to maintain consistency in preparing new RMPs for all O&C acres. A total of six RMP's will now be completed.

In 1987, the Bureau developed a Geographic Information System (GIS) and Western Oregon Digital Data Base (WODDB) related to the initiation of new western Oregon resource management plans (RMP's) (see western Oregon Information and Resource Data Systems for additional information). In 1988, work was focused on the initiation of the new RMP's that will ultimately provide land use and other parameters for the 1990's decadal timber management plans. In 1990, there continues to be a major workload with considerable effort going into the development and analysis of alternatives. In 1990 the process of analysis and selection of alternatives will begin. The development of the recommended alternatives and proposed plan decision will occur during 1991 and is scheduled to be completed in late 1991. Final plans and EIS's are scheduled to be completed in 1992, with full implementation to occur in 1993.

The complex issues associated with RMP development require the application of current technology, not only to meet the planning schedule, but also to evaluate an enormous quantity of technical resource data and to assist managers in the resource allocation process for the various alternative management scenarios involved.

The WODDB and GIS systems provide the technical capability to digitize and map the complex and diverse resource information necessary for effective resource management utilizing a computer system. This information is stored so that it can be retrieved for later evaluation, analysis, and application (e.g., the examination of alternative resource allocation decisions, and the potential impacts or consequences of these choices in the RMP).

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	2,159	1,118	-1,041
(FTE)	(25)	(17)	(-8)

The 1991 Estimate is a decrease of \$1,041,000 and 8 FTE.

The original plan was that work would be completed on the draft plans and Environmental Impact Statements in 1991, including the estimation of effects and development of preferred alternatives; printing the drafts; analyzing public comments; conducting public meetings; and beginning preparation of proposed plans and final EISs.

During 1991, additional work will be required which is greater than what was indicated in previous schedules. This additional work is related to the continuing controversy over the northern spotted owl. This issue is forcing the BLM to revise and further develop some alternatives in an effort to look at alternative management approaches which achieve a desired level of protection for the owl and still meet the demands for timber.

Additionally, schedule delays have also occurred due to the combined affects of delayed deliveries from contractors for providing basic mapping and data entry for the Geographic Data System and the failure of the computer software to perform as expected. These problems have been resolved, however, delays and increased costs over what was originally anticipated have occurred.

As a result there will likely be an additional 1-year delay in the completion of the six RMP's. At the reduced level of funding, the six districts would continue working on the plans but would not complete and publish the draft plans and associated EISs until 1992.

The reduced funding is possible because the intensity of effort has decreased from that required to prepare the draft plans, and the focus of the effort in 1991 is on completing the development of alternatives and providing for public review and comment.

Distribution of change by object class

The object class detail for the proposed decrease of \$1,041,000 and 8 FTE is as follows:

	FTE	Amount
Personnel compensation	8	\$256,000
Personnel benefits		52,000
Travel and transportation of persons		45,000
Transportation of things		63,000
Communications, utilities, and miscellaneous charges		120,000
Printing and reproduction		20,000
Other services		211,000
Supplies and materials		210,000
Equipment		<u>64,000</u>
Total		\$1,041,000

Activity Summary

Activity: Western Oregon Information and Resources Data Systems

(dollars in thousands)

<u>Subactivity</u>	<u>1989 Actual</u>	<u>1990 Approp. Enacted</u>	<u>1990 Adjusted Approp.</u>	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Data Systems Oper. and Management	412	1,360	1,343	1,365	860	-505
Resource Data Acquis. and Management.	<u>213</u>	<u>214</u>	<u>211</u>	<u>217</u>	<u>217</u>	<u>---</u>
TOTAL	625	1,574	1,554	1,582	1,077	-505

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems
Subactivity: Data Systems Operation and Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	1,360	1,343	1,365	860	-505
(FTE)	(12)	(12)	(12)	(10)	(-2)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	1,360	-17	1,343

The 1990 adjusted appropriation is reduced \$17,000 pursuant to P.L. 99-177. This reduction will result in a reduced amount of training that was planned for the field offices.

Objective

The objective of the Data Systems Operation and Management Program is to provide for the continued development and operation of an automated data information system in an effective and efficient manner to support the Bureau's management program in western Oregon.

Base program

The 1991 Base program level is \$1,365,000 and 12 FTE. Several data bases are maintained in support of western Oregon resource management needs. The majority of these data bases relate directly to timber management and development program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data is maintained for BLM seed orchards, including progeny plantations. Data is maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. This data is eventually used in decisions relating to reforestation of harvested commercial forest land. Inplace inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data is maintained to appraise the value of timber offered for sale. The data is continuously analyzed to predict sale values and changes in market conditions. The data provides monitoring of sales to small and large businesses for set aside sales through Small Business Administration

requirements. Active timber sale contract data is maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula. The collection and retrieval of the data is funded from the forest management subactivity while the operation and maintenance of data systems is funded by this subactivity.

In 1987, the O&C data management effort to support preparation of new RMPs for western Oregon timber lands was initiated with an increase of \$250,000 for purchase of ADP equipment for the western Oregon Geographic Information System (GIS) and Western Oregon Digital Data Base (WODDB) development. These systems provide for complete data management integrated with computerized mapping which provides for a total display of available information on a given parcel for effective multiple resource management. In that same year, \$1,350,000 was appropriated to the Geological Survey (GS) to support the western Oregon GIS effort. GS subsequently transferred \$1,074,000 to BLM for the completion of base maps and to begin the digitizing of resource overlays that are now being used in developing the new resource management plans. Delays in transferring funds and contractor defaults have resulted in higher than planned costs in order to maintain the original schedule. The developmental phase of the western Oregon GIS system should be completed by the end of 1990 and then the focus will be on the actual use of the GIS system to provide indepth analysis of land use alternatives and the eventual selection of the preferred alternative in each of the land use plans.

The WODDB system, which utilizes GIS, will enable field managers in the 20 BLM resource areas in western Oregon to do a much more effective job of managing the complex issues and programs on the 2.4 million acres of land in their jurisdiction. The 41 base map and resource data themes in the system will provide the analytical tools to develop the decadal resource management plans and other resource management activities into the end of the century.

ADP systems for western Oregon have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required, including technical expertise in the subject matter field -- inventory foresters, silviculturists, geneticists, biometricians, and timber appraisal specialists in addition to the ADP technical expertise of programmers, computer specialists, and systems analysts.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	1,365	860	-505
(FTE)	(12)	(10)	(-2)

The 1991 Estimate is a decrease of \$505,000 and 2 FTE. This decrease is possible because of a reduced level of support needed for the planning effort for the Resource Management Plans in western Oregon. This reduced level of support is consistent with the proposed schedule of the RMP's. The Estimate level is anticipated to be sufficient for the annual maintenance of the systems.

Distribution of change by object class

The object class detail for the proposed decrease of \$505,000 and 2 FTE is as follows:

	FTE	Amount
Personnel compensation	2	\$ 64,000
Personnel benefits		13,000
Travel and transportation of persons		17,000
Transportation of things		6,000
Rent, communications, utilities		41,000
Other services		276,000
Supplies and materials		60,000
Equipment		<u>28,000</u>
Total		\$505,000

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems
 Subactivity: Resources Data and Acquisition

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	214	211	217	217	---
(FTE)	(4)	(4)	(4)	(4)	---

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	214	-3	211

The 1990 adjusted appropriation is reduced \$3,000 pursuant to P.L. 99-177. This loss of program capability will result in a reduced amount of mapping support that was planned in support of the field programs.

Objectives

The objectives of the Resource Data Acquisition and Management subactivity in western Oregon are to:

- o Improve resource management decision making by acquiring and automating resource base data themes to support ongoing efforts and the future modernization of the automated processes.
- o Utilize geographic information technology in support of BLM's timber management and other forest resource programs;
- o Produce accurate mapping necessary for resource management; and
- o Process data using established remote sensing techniques in support of BLM field operations.

1991 Program

The 1991 program level of \$217,000 and 4 FTE and will fund resource base data theme digitizing and management support including new base mapping and high altitude photography needs for BLM western Oregon lands and resources. Existing GIS technology will be used for the automation of the resource base data. Additional information on this program is included in the justification of the Resource Data Acquisition subactivity in the "Management of Lands and Resources" Appropriation section.

Activity Summary

Activity: Western Oregon Facilities Maintenance

(dollars in thousands)

Subactivity	1989 Actual	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Facilities Maintenance	1,467	1,562	1,542	1,583	3,036	+1,453
Transportation Systems Maint.	<u>2,188</u>	<u>2,203</u>	<u>2,174</u>	<u>2,223</u>	<u>3,227</u>	<u>+1,004</u>
TOTAL	3,655	3,765	3,716	3,806	6,263	+2,457

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance
 Subactivity: Facilities Maintenance

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	1,562	1,542	1,583	3,036	1,453
(FTE)	(27)	(27)	(27)	(37)	(+10)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	1,562	-20	1,542

The 1990 adjusted appropriation includes a decrease of \$20,000 pursuant to PL 99-177. This reduced capability will result in the deferring of some lower priority non-critical planned maintenance actions such as toilet reroofing and resurfacing of picnic tables at established recreation sites.

Objectives

- o Protect the capital investment in BLM-owned buildings, recreation sites and utility systems in western Oregon, and ensure safe, efficient, convenient and functional compatibility to the general public and BLM personnel throughout the facilities' intended design life.

Base program

The 1991 Base program is \$1,583,000 and 27 FTE. The types of facilities maintained in the Base program vary from District Office buildings to tree seed extractories and a greenhouse for seedling production. Facility units include 34 sites, 142 buildings, 23 water systems, 11 sewer systems and 6 electrical distribution systems. Base funding also provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 50 developed recreation complexes and 24 undeveloped sites in western Oregon.

Specific implementation strategies in priority order include:

- o Perform annual inspection of all buildings, developed recreation sites and utility systems, and identify and establish schedules for needed repairs;
- o Perform scheduled preventive maintenance and immediate emergency response to any breakdowns involving water and sewer systems to assure that public and employees health standards are maintained as required by law;

- o Perform scheduled preventive maintenance to buildings and recreation facilities to ensure their minimum continued support of resource management programs;
- o Perform needed repairs on buildings and sites to bring them up to good condition; and
- o Operate and maintain developed recreation facilities to allow healthful and safe enjoyment and use of the site by the public.

The following table displays the facilities included in the maintenance schedule:

<u>Type of Facility</u>	<u>Number</u>	<u>Size</u>
(Misc. Sites)		
Office Buildings	12	170,546 sq. ft.
Warehouses	20	56,583 sq. ft.
Materials storage buildings	42	60,543 sq. ft.
Quarters	12	12,000 sq. ft.
Fuel tanks	74	115,120 gal.
Radio/repeater buildings	5	4,027 sq. ft.
Special use tree seed orchard buildings	12	53,969 sq. ft.
Eqpmnt & vehicle shop buildings	26	46,781 sq. ft.
Sites/wareyards/grounds	37	1,767 acres
Water systems	23	---
Utility Buildings	11	1,569 sq. ft.
Sewer systems	11	---
Electrical systems	6	---
(Recreation Sites)		
Developed Sites	50	
Undeveloped Sites	24	
Developed campsites		
(# of family units)	723	
Developed picnic sites		
(# of family units)	258	
Water systems	30	
Sewer systems	10	
Trails within recreation sites (miles)	19	
Signs	90	

All developed facilities are scheduled to receive preventative maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is accomplished on an as needed and funds available basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers and recreation technicians, contract, volunteer and user participation.

Increase from 1991 Base

(dollars in thousands)

	<u>1991 Base</u>	<u>1991 Estimate</u>	<u>Difference</u>
\$	1,583	3,036	+1,453
(FTE)	(27)	(37)	(+10)

The 1991 Estimate is an increase of \$1,453,000 and 10 FTE. This increase is a part of the Secretary of Interior's "Maintaining Infrastructure - Legacy 99" initiative and includes \$450,000 in direct support of the BLM's Recreation 2000 initiative.

The Secretary of Interior's "Maintaining Infrastructure - Legacy 99" initiative is an 8-year program to maintain, repair, and rehabilitate the facilities of the Department as part of Secretary Lujan's "STEWARDSHIP" agenda. It will culminate in 1999, the sesquicentennial of the Department of the Interior, leaving a legacy of suitable facilities for use in the 21st century.

The portion of the increase, \$450,000, related to the Recreation 2000 initiative primarily addresses the need to assure the health, safety and protection of users at the many recreation sites available in western Oregon. This increase also includes initial maintenance for the planned increase in use along the recently designated wild and scenic rivers.

The other portion of the increase (\$1,003,000) will provide for the completion of critical corrective maintenance on BLM owned office buildings and other facilities. The following is a representative sample from the list of known corrective measures that will be accomplished on the various facilities:

1. Replace PCB fluorescent ballasts.
2. Replace or repair 11 underground fuel tanks.
3. Install EPA monitoring systems on fuel tanks.
4. Replace or repair 4 water systems.
5. Redrill caved-in water well and deepen other wells to improve water supply.
6. Repair smoke alarm systems.
7. Perform hazard tree surveys and remove hazard trees at 9 identified sites.
8. Regrade drainfield laterals.
9. Install new handrails on footbridges.
10. Major structural repairs to 6 toilet buildings.
11. Rebuild 12 vault toilets.
12. Repair leaky roofs on BLM-owned district office buildings.
13. Repaint 28 buildings.
14. Reroof 17 toilet and other service buildings.
15. Improve handicap access to 15 toilet structures and other use areas.
16. Repair structurally unsound storage sheds.
17. Provide major repair on interior and exterior of a maintenance building.

The requested increase will provide the ability to accomplish the high priority "known" corrective maintenance items necessary to eliminate the health and safety hazards and to bring those identified facilities that are in poor condition up to good condition. This level of increase represents approximately one half of the required level of known maintenance items necessary to protect the investments that have been made in the facilities currently in place as well as to further protect resources and to conserve energy.

The additional 10 FTE will be used primarily for temporary employees as well as for additional contracting expertise to assist in the contracting of those workload items that requires use of outside expertise and labor. Temporary (seasonal) employees are used to accomplish the planned workload in the recreation sites. Supervision of volunteers will also be enhanced which will provide for considerable additional accomplishments at a reduced cost.

Distribution of change by object class

The object class detail for the proposed increase of \$1,453,000 and of 10 FTE is as follows:

	FTE	Amount
Personnel compensation	10	\$ 320,000
Personnel benefits		65,000
Travel and transportation of persons		22,000
Transportation of things		28,000
Communications, utilities and miscellaneous charges		86,000
Other services		678,000
Supplies and materials		156,000
Equipment		<u>98,000</u>
Total		\$1,453,000

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance
Subactivity: Transportation Systems Maintenance

(dollars in thousands)

Program Elements		1990 Enacted To date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
BLM	\$	2,153	2,124	2,173	3,177	+1,004
	(FTE)	(30)	(30)	(30)	(33)	(+3)
Federal Hwy.	\$	50	50	50	50	---
Admin.	(FTE)	(---)	(---)	(---)	(---)	(---)
Total	\$	2,203	2,174	2,223	3,227	+1,004
Reqmnts.	(FTE)	(30)	(30)	(30)	(33)	(+3)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	2,203	-29	2,174

The 1990 adjusted appropriation includes a decrease of \$29,000 pursuant to P.L. 99-177. This will result in the deferral of approximately 29 miles of lower priority road maintenance.

Objectives

The objectives of the Transportation Maintenance program (which is funded through a combination of this current appropriation and a permanent appropriation) are to maintain the BLM's western Oregon road, trail and airstrip system in the condition needed for:

- o proper land and resource management;
- o the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and
- o safe access to forest lands for the forest industry, BLM personnel, and the general public.

BUREAU OF LAND MANAGEMENT

Base program

The 1991 Base program level is \$2,173,000 and 30 FTE. The western Oregon Transportation System currently being maintained by the BLM consists of 16,200 miles of road, 150 miles of trails, and 2 airstrips along with related appurtenances such as 352 bridges, retaining walls, and subsurface drainage systems, etc. During 1989, it was estimated that of the total mileage, 7,000 miles are maintained by fees from the permanent account which is collected from commercial users. These are called "fee roads". The remaining 9,100 miles of road, trails and airstrips are maintained from the appropriated funds in this subactivity. This is commonly referred to as the "nonfee" system.

The nonfee maintenance requirements have increased almost two-fold in the past 12 years while the appropriated funding has decreased. To compound the problem, fee collections on the fee roads have declined significantly in recent years and is expected to continue on this downward trend in the coming years. This fee collection reduction is due to a depleted supply of private timber that can be hauled on the BLM roads as well as the reduced harvest from BLM lands that is anticipated due to the controversies over the spotted owl and the old growth issues. This will result in a continuing increase in the nonfee mileage in need of maintenance from the appropriated current account.

A 1986 report revealed a seriously deteriorated nonfee system with 8,200 miles of road, 34 miles of trail, 62 bridges and 1 airstrip in need of restoration or heavy corrective maintenance. This is due largely to the lack of proper maintenance in past years. The system is in need of considerable maintenance in order to accommodate increasing public use particularly for recreational purposes, as well as to provide management access for fire protection and for the practice of intensive forest management.

The basic road maintenance schedule plans for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road and for maintenance on an as needed basis for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all of the bridges and structures that are an integral part of the road system.

ROAD MAINTENANCE

Timely road maintenance is essential to keep roads open for users and to protect existing investments.



Maintenance of the road system is performed primarily by BLM crews plus contracts for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities.

Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

Commercial users of BLM roads are assessed a road maintenance fee. Funds collected in maintenance fees each year become a part of the total funds available for road maintenance through a permanent appropriation to BLM for road maintenance. In 1991, the amount estimated to be available from the permanent appropriation is \$4.5 million, which is about \$2.5 million below previous estimates and \$2.0 million less than the 1989 collections. This reduced amount from lower fee collections reduces the program capability in the base program because the accomplishments are added together with the permanent account. This reduced level of collections will lower the base program accomplishments to 4,200 miles for road maintenance and 50 miles for trail maintenance.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	2,173	3,177	+1,004
(FTE)	(30)	(33)	(+3)

An increase of \$1,004,000 and 3 FTE is proposed for 1991.

This increase is part of the Secretary of Interior's "Maintaining Infrastructure - Legacy 99" Initiative. This initiative is an 8-year program to maintain, repair, and rehabilitate the facilities of the Department as part of Secretary Lujan's "STEWARDSHIP" agenda. It will culminate in 1999, the sesquicentennial of the Department of the Interior, leaving a legacy for the 21st century.

The requested increase compensates for about one half of the maintenance that would be lost due to the previously discussed anticipated reduction in fees collected on the entire transportation system.

Even with this increase of \$1,004,000, there will be a net program loss in accomplishment due to the expected loss of fee collections. It is estimated that this expected program loss will result in deferring approximately \$1,000,000 of maintenance needs. This \$1,000,000 deferral would add to the already existing transportation maintenance need.

The total increase of \$1,004,000 will provide for the maintenance of an additional 1,050 miles of road, 20 miles of trail and 15 bridges. Primary focus of these maintenance accomplishments will be on those high priority roads and trails that are essential for the protection of public safety (Recreation 2000) and to maintain the ability to insure adequate access opportunities necessary to carry out essential intensive forest management on the BLM administered lands in western Oregon.

The combination of both the current and permanent appropriation accounts defines the anticipated accomplishments described below.

O&C Transportation Maintenance Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows (includes accomplishments for permanent appropriations):

<u>Workload Measure</u>	1989	1990	1991	1991	Inc. (+) Dec. (-)
	<u>Actual</u>	<u>Adjusted</u> <u>Approp.</u>	<u>Base</u>	<u>Estimate</u> <u>from Base</u>	
Road Maintenance (miles)	6,000	6,030	4,200	5,250	+1,050
Trail Maintenance (miles)	80	60	50	70	+20
Bridge Maintenance (#)	60	105	35	50	+15

Distribution of change by object class

The object class detail for the proposed increase of \$1,004,000 and 3 FTE is as follows:

	FTE	Amount
Personnel compensation	3	\$ 96,000
Personnel benefits		19,000
Travel and transportation of persons		11,000
Transportation of things		46,000
Communications, utilities and misc. charges		79,000
Other services		455,000
Supplies and materials		250,000
Equipment		<u>48,000</u>
Total		\$1,004,000

FEDERAL HIGHWAY ADMINISTRATION (FHWA)

1991 program

The 1991 program level is \$50,000. This level of funding is less than indicated in previous budgets because the only maintenance function that FHWA currently is accomplishing is a \$50,000 level of bridge inspections and load rating determination. The FHWA no longer provides rock aggregate to the BLM for the purpose of road maintenance, a function they had previously done.

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

Activity Summary

Activity: Western Oregon Construction and Acquisition

(dollars in thousands)

<u>Subactivity</u>	<u>1989</u> <u>Actual</u>	<u>1990</u> <u>Approp.</u> <u>Enacted</u>	<u>1990</u> <u>Adjusted</u> <u>Approp.</u>	<u>1991</u> <u>Base</u>	<u>1991</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>Dec. (-)</u> <u>from Base</u>
Construction	150	151	149	151	599	+448
Acquisition	<u>300</u>	<u>302</u>	<u>298</u>	<u>308</u>	<u>308</u>	<u>---</u>
TOTAL	450	453	447	459	907	+448

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition
Subactivity: Construction

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Adjusted Estimate	Inc. (+) Dec. (-) from Base
\$	151	149	151	599	+448
(FTE)	(3)	(3)	(3)	(3)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	151	-2	149

The 1990 adjusted appropriation includes a decrease of \$2,000 due to PL 99-177. This reduction will be absorbed by deferring travel and supply costs without any loss of measurable units.

Objectives

The objectives of the western Oregon Construction program are as follows:

- o Construct those buildings necessary to support resource management programs, and to replace deteriorating and inefficient facilities. Some specific projects which have been constructed in the past include tree seed orchard buildings, timber sale road maintenance shops and District Office complexes;
- o Develop recreation facilities on O&C related lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand; and
- o Provide a safe and energy-efficient transportation system for access to the western Oregon lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, airstrips, and related appurtenances such as bridges and signs.

Base program

The 1991 Base program level is \$151,000 and 3 FTE. This level supports the western Oregon management program by providing transportation planning and survey and design work for access roads. Specifically, the program provides for:

- o Developing and maintaining transportation plans.

- o Designing access roads to areas for general resource management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for stand improvement of second-growth timber, for commercial thinning, or to allow utilization of marginal value timber.
- o Designing access roads to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	151	599	+448
(FTE)	(3)	(3)	(---)

The 1991 Estimate is an increase of \$448,000 which will be used to partially fund one planned construction project, the Dean Creek Elk Viewing Project in southwestern Oregon. Project summary is as follows:

Title: Dean Creek Elk Viewing Area

District: Coos Bay

Location: 80 miles southwest of Eugene in Douglas County, southwestern Oregon.

Description: Total planned construction includes a frontage road with parking areas off of Oregon Highway 38, an interpretive center, an interpretive kiosk, 3 miles of nature trail, viewing platforms, fencing, and landscaping to enable the public to safely view a large herd of resident Roosevelt elk as well as to maximize general wetland viewing opportunities. This project is in support of the goals and objectives of both the *Recreation 2000* and the *Fish and Wildlife 2000* initiatives. Additionally, it is a project that will protect the public from a current situation which is a public safety hazard due to the traffic interference along Highway 38. This proposal is documented in the Dean Creek Elk Viewing Area Habitat Management Plan.

1991 Program: The \$448,000 will be used for the survey and design of the total project and construction of the first phase of the project which will include the frontage road and west parking area, viewing platforms, interpretive kiosk, and development of some of the nature trail.

Distribution of change by object class

The object class detail for the proposed increase of \$448,000 is as follows:

	FTE	Amount
Travel and transportation of persons		\$ 4,000
Transportation of things		9,000
Communications, utilities and misc. charges		5,000
Printing and reproduction		9,000
Other services		312,000
Supplies and materials		37,000
Equipment		12,000
Lands and structures		<u>60,000</u>
Total		\$448,000

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition
Subactivity: Acquisition

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	302	298	308	308	---
(FTE)	(6)	(6)	(6)	(6)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 E.A. Cancellation	1990 Adjusted Approp.
\$	302	-4	298

The 1990 adjusted appropriation includes a decrease of \$4,000 pursuant to P.L. 99-177. This reduction will result in the deferral of purchase of one timber sale access related easement.

Objectives

The objectives of the Access Acquisition program are as follows:

- o Obtain and maintain legal access to western Oregon Lands under BLM administration for program management. Legal access must be provided to support the timber sale program; other forest management activities such as reforestation, thinning, and fertilization; various other silvicultural activities; and other resource program management activities; and
- o Obtain and maintain necessary legal access for the general public. Examples are access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

1991 program

The 1991 program level is \$308,000 and 6 FTE. Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of 2 years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

Much of the property over which BLM is acquiring easements has been subdivided, causing the number of easements over the same land area to increase, due to the increase in number of landowners.

The primary benefits of the access acquisition program include:

- o Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate;
- o Guaranteed access to all qualified bidders results in increased bid prices. In any given year, the cost of acquiring easements to guarantee access for all potential bidders only results in an average increase of 40 cents per MBF in the appraised timber sale price. The increased revenue produced greatly exceeds the cost of the entire access acquisition program. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices; and
- o Providing continuous legal access to the public for full use and enjoyment of the BLM managed lands in western Oregon.

Based upon existing resource management plans, an estimated 200,000 acres of Public Lands administered by the BLM in the O&C are unavailable for timber harvest or recreation use due to the lack of legal access. An estimated 885 easements would be needed to harvest 800 MMBF of timber and utilize 200,000 recreation use days annually.

The current controversy and associated litigation regarding the northern spotted owl, along with the proposed listing by the FWS, has had considerable spinoff impacts to the access acquisition program. The constantly changing timber sale program has resulted in considerable lost time with false starts and the resultant loss of the lead time required to negotiate access. The litigation and associated inability to harvest volume in old growth areas has resulted in an increased need for access to harvest timber from scattered parcels of lower productive lands. These lands are generally of lower elevation which are surrounded by more private owners, thereby requiring more easements.

The 1991 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. The workload associated with 1990 and the 1991 Base is reduced from 1989 due to loss of lead time through false starts associated with the litigation and controversies associated with the northern spotted owl. This reduced workload is also indicative of the increased difficulty in the acquisition of access in the lowland areas where owners are more resistant to road development because of the rural/urban interface that is occurring in those areas.

Western Oregon Acquisition Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimated funding levels are as follows:

	1989	1990	1991	1991	Inc. (+) Dec. (-)
<u>Workload Measures</u>	<u>Actual</u>	<u>Adjusted</u> <u>Approp.</u>	<u>Base</u>	<u>Estimate</u>	<u>from Base</u>
Easements acquired (#)	27	15	15	15	---

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriations: Oregon and California
Grant Lands

Object Class	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
	---	-----	---	-----	---	-----
11. Personnel compensation:						
11.1 Permanent positions.....	1027	34250	1027	34250	0	0
11.3 Positions other than permanent....	191	3142	191	3142	0	0
11.5 Other personnel compensation 1/... (20)		1096	(20)	1096	---	0
11.8 Special personal services payments		49		49	0	0
Total personnel compensation	1218 2/	38537	1218	38537	0	0
Other Objects						
12.1 Personnel benefits.....		6638		6638		0
21.1 Travel and transportation of persons.....		830		850		20
22.0 Transportation of things.....		2625		2730		105
23.2 Rental payments to others.....		300		325		25
23.3 Communications, utilities, and miscellaneous charges.....		760		790		30
24.0 Printing and reproduction.....		100		100		0
25.0 Other services.....		9292		10216		924
26.0 Supplies and materials.....		3530		3530		0
31.0 Equipment.....		1620		1620		0
32.0 Lands and structures.....		300		200		-100
Total Requirements.....		64532		65536		1004

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

2/ Excludes 105 FTE paid through excess receipts - which are decreased in 1991.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1116-0-1-302			
Program by activities:			
00.01 Western Oregon resources Management.....	57,731	77,436	68,176
00.02 Western Oregon information and resource data systems.....	932	1,554	1,077
00.03 Western Oregon facilities maintenance.....	3,680	3,716	6,263
00.04 Western Oregon construction and acquisition.....	426	447	907
10.00 Total obligations.....	62,769	83,153	76,423
Financing:			
17.00 Recovery of prior year obligations.....	(3,012)	0	0
21.40 Unobligated balance available, start of year.....	(273)	(516)	(11,403)
24.40 Unobligated balance available, end of year.....	516	11,403	516
39.00 Budget authority.....	60,000	94,040	65,536
Budget Authority:			
40.00 Budget authority (appropriation)	60,000	64,787	65,536
40.00 Appropriation.....	0	30,093	0
40.00 Appropriation. (Reduction pursuant to P.L. 99-177).....	0	(840)	0
43.00 Appropriation. (adjusted).....	60,000	94,040	65,536
71.00 Obligations incurred, net.....	62,769	83,153	76,423
72.40 Obligated balance, start of year	15,841	15,715	13,047
74.40 Obligated balance, end of year.	(15,715)	(13,047)	(16,523)
78.00 Adjustments in unexpired accounts.....	(3,012)	0	0
90.00 Outlays.....	59,883	85,821	72,947



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code		19 89 actual	19 90 estimate	19 91 estimate
14-1116-0-1-302				
BUREAU OF LAND MANAGEMENT				
Personnel compensation:				
11.1	Full-time permanent.....	26,519	36,123	34,250
11.3	Other than full-time permanent..	2,429	3,312	3,142
11.5	Other personnel compensation...	847	1,157	1,096
11.8	Special personal services payments.....	38	53	49
11.9	Total personnel compensation..	29,833	40,645	38,537
12.1	Civilian personnel benefits.....	5,328	6,995	6,638
21.0	Travel and transportation of persons.....	738	1,010	850
22.0	Transportation of things.....	2,515	2,625	2,730
23.2	Rental payments to others.....	285	300	325
23.3	Communications, utilities, and miscellaneous charges.....	718	760	790
24.0	Printing and reproduction.....	90	100	100
25.0	Other services.....	17,359	22,868	19,153
26.0	Supplies and materials.....	3,815	5,000	4,730
31.0	Equipment.....	1,839	2,500	2,320
32.0	Land and structures.....	181	300	200
42.0	Insurance claims and indemnities.....	10	0	0
99.0	Subtotal, Bureau of Land Management.....	62,711	83,103	76,373

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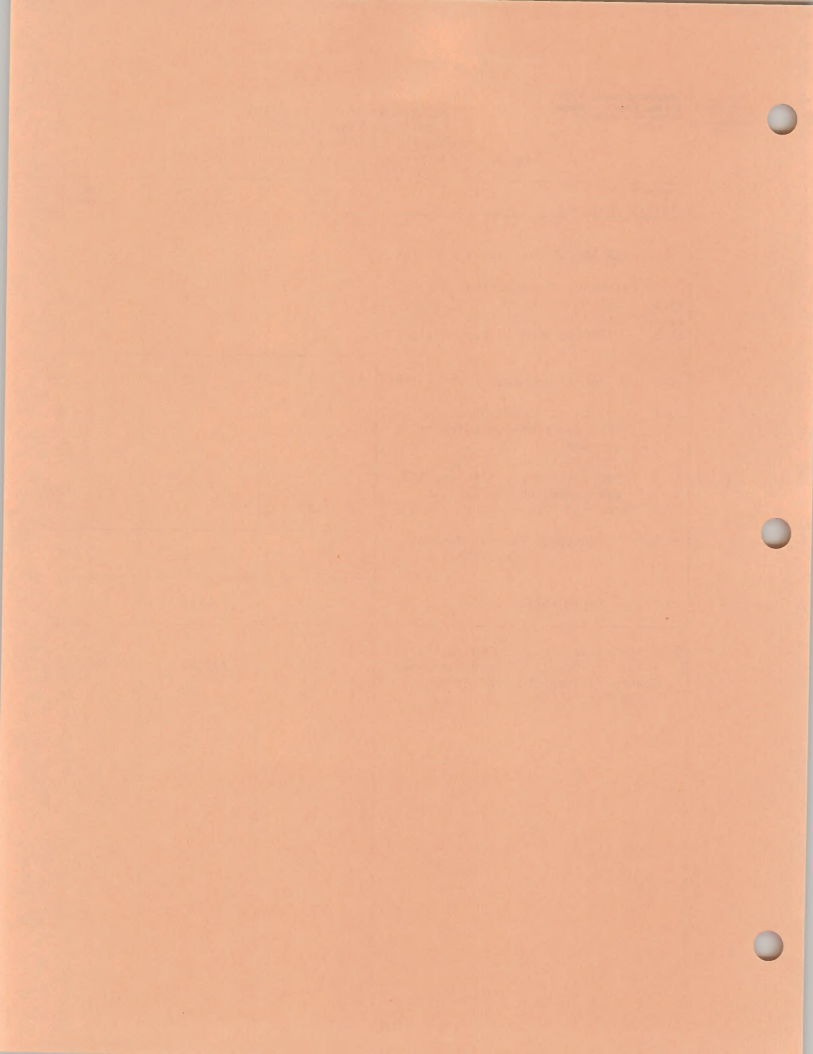
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STANDARD FORM 300

July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1116-0-1-302			
FEDERAL HIGHWAY ADMINISTRATION			
Personnel compensation:			
11.1 Full-time permanent.....	20	28	28
11.3 Other than full-time permanent..	2	3	3
11.5 Other personnel compensation....	1	1	1
11.9 Total personnel compensation..	23	32	32
12.1 Civilian personnel benefits.....	3	5	5
21.0 Travel and transportation of persons.....	6	5	5
22.0 Transportation of things.....	2	2	2
23.3 Communications, utilities, and miscellaneous charges.....	2	0	0
25.0 Other services.....	22	6	6
99.0 Subtotal, Federal Highway Administration	58	50	50
99.9 Total obligations.....	62,769	83,153	76,423
Obligations are distributed as follows:			
Interior--Bureau of Land Management..	62,711	83,103	76,373
Transportation--Federal Highway Administration.....	58	50	50



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
5010-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1116-0-1-302			
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions.....	854	1,121	1,027
Total compensable workyears:			
Full-time equivalent employment.....	1,012	1,329	1,217
Full-time equivalent of overtime and holiday hours.....	18	20	20
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078
Average salary of ungraded positions...	30,553	31,691	32,808
FEDERAL HIGHWAY ADMINISTRATION			
Total number of full-time permanent positions.....	1	1	1
Total compensable workyears: Full-time equivalent employment.....	1	1	1
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078
Average salary of ungraded positions...	30,553	31,691	32,808



Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from a portion of grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from the Public Land and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used for the construction of physical improvements and for implementation of practices or treatments to rehabilitate, protect, or improve the public rangelands.

In 1986 the Secretary of Interior announced a decision to continue using the Public Rangeland Improvement Act (PRIA) formula as identified in Executive Order (E.O.) 12548 to determine fees for domestic livestock grazing on public rangelands. The formula is dependent on current economic factors including beef cattle prices paid and received; however, E.O. 12548 provides that the fee shall not be less than \$1.35 per animal unit month (AUM). The final rulemaking on fee calculations was published in the *Federal Register* on February 2, 1988.

The 1991 President's Budget has been prepared based on the assumption that the 1990 grazing fee will be \$1.81 per animal unit month (AUM) through 1991.

Appropriation Language Sheet

Range Improvements

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than [\$8,406,000] \$10,188,000, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Appropriation: Range Improvements

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on Public Land to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "Notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.),"

43 U.S.C. 1751

43 U.S.C. 1751 as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1905) provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on Public Land under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181(d)) and on lands in National Forests in the 11 contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

7 U.S.C. 1010

E.O. 10046; 10175; 10234;

10322; 10787; 10890,

30 U.S.C. 355

7 U.S.C. 1010 provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the Public Land, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that the jurisdiction of the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

4. "but not less than [\$8,406,000] \$10,188,000 to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses."

The Department of the Interior and Related Agencies Appropriations Act, 1990, as included in Public Law 101-121, provides that the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

Summary of Requirements

(Dollars thousands)

APPROPRIATION: RANGE IMPROVEMENTS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED.....			87	9522
REDUCTION PURSUANT TO P.L. 99-177.....			0	-118
ADJUSTED APPROPRIATION, 1990.....			87	9404
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177.....		118		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE.....		34		
TOTAL ADJUSTMENTS TO BASE.....				152
1991 BASE BUDGET.....			87	9556
Program Changes (Changes to base budget, detailed below).....			0	632
TOTAL REQUIREMENTS (1991 estimate).....			87	10188

Comparison by activities/ subactivities	1989		1990		1990		1991		1991		Inc./Dec. from 1990		Inc./Dec. from 1990		Inc./Dec. from 1991	
	Actual	Enacted to Date	PL99-177	Adjusted	Base	Estimate	Approp.	Adj Approp	Base	Estimate	Approp.	Adj Approp	Base	Estimate	Approp.	Adj Approp
	FTE	Amount	FTE	Amount	Amount	FTE	Amount	FTE	Amount	FTE	Amount	Amount	Amount	FTE	Amount	Amount
1. Improvements to Public Lands.....	82	6956	78	8047	-100	7947	78	8081	78	8488	0	441	541	0	407	
2. Farm Tenant Act (LU) Lands.....	11	950	9	875	-11	864	9	875	9	1100	0	225	236	0	225	
3. Administrative Expenses.....	0	600	0	600	-7	593	0	600	0	600	0	0	7	0	0	
Total Requirements.....	93	8506	87	9522	-118	9404	87	9556	87	10188	0	666	784	0	632	

Justification of Base Adjustments

Range Improvements

	FTE	(\$000)
<u>Additional cost in 1991 of the 1991 pay raise.....</u>	---	+34
The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, \$14,000 is for the general schedule pay and \$20,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.		
<u>Adjustment for 1990 effect of P.L. 99-177.....</u>	---	+118
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
<u>Total Adjustment to Base</u>	---	+152

Justification of Program and Performance

Appropriation: Range Improvements

(dollars in thousands)

Subactivity 1/		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Improvements to Public Lands	\$ (FTE)	8,047 (78)	7,947 (78)	8,081 (78)	8,488 (78)	+407 (---)
Farm Tenant Act (LU) Lands	\$ (FTE)	875 (9)	864 (9)	875 (9)	1,100 (9)	+225 (---)
Administrative Expenses	\$ (FTE)	600 (---)	593 (---)	600 (---)	600 (---)	--- (---)
Total Requirements	\$ (FTE)	9,522 (87)	9,404 (87)	9,556 (87)	10,188 (87)	+632 (---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 E.A. Cancellation	1990 Adjusted Approp.
\$	9,522	-118	9,404

The decrease associated with PL 99-177 results in the deferral of 100 structural developments.

Authorization

43 U.S.C. 1751
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, as amended provides that 50 percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, and administrative activities such as issuing improvement permits are funded in the Rangeland Management subactivity in the "Management of Lands and Resources" (MLR) appropriation.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each subactivity. Therefore, the entire appropriation is covered with a single narrative justification.

30 U.S.C. 355

The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

43 U.S.C. 1901, 1905
P.L. 95-514

The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

7 U.S.C. 1010, 1012-
1013A
P.L. 75-210

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

E.O. 12548

Executive Order No. 12548 provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. Provides further that the fee shall not be less than \$1.35 per animal unit month.

Objective

The objective of the program is to improve public rangeland productivity for resultant benefits to livestock, wildlife, riparian, and watershed protection through the following activities:

- o Construction and development of physical improvements specifically called for in existing activity plans for protection or improvement of rangeland conditions;
- o Initiation of on-the-ground improvements called for in new activity plans, giving priority to allotments with riparian areas not meeting management objectives; and
- o Construction and development of projects to prevent resource damage or relieve conflicts in resource use and to modify, remove, or make additions to projects where resource conditions or new information indicates this is needed.

Base program

The 1991 Base level for Range Improvements is \$9,556,000 and 87 FTE. Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, watershed and vegetative condition of the Nation's rangelands.

Section 401 of the Federal Land Policy and Management Act (FLPMA) directs that one-half of the Range Improvements appropriation (referred to as range betterment funds) be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all funds appropriated will be distributed for use in the districts in the same proportion as fee collections received.

Land use planning, including activity plans, provides the basis for determining needed improvements. These plans include an analysis of the costs and benefits of improvements and identify appropriate schedules for construction/development. Riparian area management and declining range condition concerns are incorporated in the establishment of priorities. After the preliminary work is accomplished using "Management of Lands and Resources" (MLR) benefiting activity funding, the Range Improvements funds are expended on project implementation.

These funds are used exclusively for on-the-ground improvements and directly related project costs. This allows for the maximum amount of improvement work to be accomplished with available funds. Most of the work is accomplished through contracts, but some work is done with in-house capability where it exists and factors, such as cost effectiveness, are favorable.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds or directly funding improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance. The individual, group, or association deriving the primary benefit(s) from a structural improvement is responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the rangeland management program in the "Management of Lands and Resources" (MLR) appropriation. As a result, a greater proportion of the Range Improvements appropriation is used for on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1991 Base program will provide for the construction of 1,200 structural developments, and land or vegetative treatment of approximately 60,000 acres. Additionally, cooperative efforts between BLM, state and local agencies will provide for the control of noxious weeds at 260 sites on Public Land. Planned acreages of treatments and weed control usually are affected by varying weather factors which results in annual fluctuations in accomplishments. These variations are evident in planned acreage for prescribed (controlled) burning which may be severely restricted when burning conditions are too wet or dry at the scheduled time of the year. This program is based upon Range Improvement funds that will become available as a result of the proposed grazing fee of \$1.81/AUM through the 1990 grazing year.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	9,556	10,188	+632
(FTE)	(87)	(87)	(---)

The 1991 Estimate is an increase of \$632,000. This level represents 50 percent of the estimated applicable receipts to be collected under the various statutes in 1990.

At the Estimate level the BLM will continue to develop projects for the highest priority activity plans particularly where riparian benefits will accrue. This includes some 75,000 acres of land/vegetation treatments, an increase of 15,000 acres. An estimated 1,300 structural developments will be installed which is an increase of 100 improvements over the 1991 base level. Weed control work is projected for approximately 260 sites.

Range Improvement Workload Accomplishment

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989	1990	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
	Actual	Adjusted Approp.			
Structural developments (#)	1,137	1,100	1,200	1,300	+100
Land/vegetation treatments (Ac)	75,900	60,000	60,000	75,000	+15,000
Weed Control projects (#)	95	260	260	260	---

Distribution of change by object class

The object class detail for the proposed increase of \$632,000 is as follows:

	FTE	Amount
Travel		\$ 5,000
Transportation of things		35,000
Lands and Structures		<u>\$92,000</u>
Total		\$632,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Range Improvements

	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions.....	72	2171	72	2171	0	0
11.3 Positions other than permanent....	15	336	15	336	0	0
11.5 Other personnel compensation 1/...	(4)	124	(4)	124	---	0
Total personnel compensation	87	2631	87	2631	0	0
Other Objects						
12.1 Personnel benefits.....		417		417		0
21.1 Travel and transportation of persons.....		130		135		5
22.0 Transportation of things.....		830		865		35
23.2 Rental payments to others.....		10		10		0
23.3 Communications, utilities, and miscellaneous charges.....		20		20		0
24.0 Printing and reproduction.....		0		0		0
25.0 Other services.....		2000		2000		0
26.0 Supplies and materials.....		1700		1700		0
31.0 Equipment.....		50		50		0
32.0 Lands and structures.....		1768		2360		592
Total Requirements.....		9556		10188		632

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

Amounts Available for Appropriation (in thousands of dollars)

Identification code	89 19 actual	90 19 estimate	91 19 estimate
14-5132-0-2-302			
Unappropriated balance, start of year:			
Treasury balance:.....	6,127	7,492	8,276
Receipts: Grazing fees.....	19,045	20,375	20,246
Transferred to:			
General fund receipts.....	(5,985)	(6,413)	(6,372)
Payments to States from grazing receipts etc., public lands outside grazing districts.....	(1,232)	(1,289)	(1,280)
Payments to States from grazing receipts etc., public lands within grazing districts.....	(1,835)	(1,964)	(1,951)
Payments to counties from grazing and mineral leasing receipts from from National Grasslands.....	(465)	(521)	(520)
Total available for appropriation.....	15,655	17,680	18,399
Appropriation.....	(8,163)	(9,522)	(10,188)
Reduction pursuant to P.L. 99-177.....	0	118	0
Unappropriated balance, end of year:			
Treasury balance.....	7,492	8,276	8,211

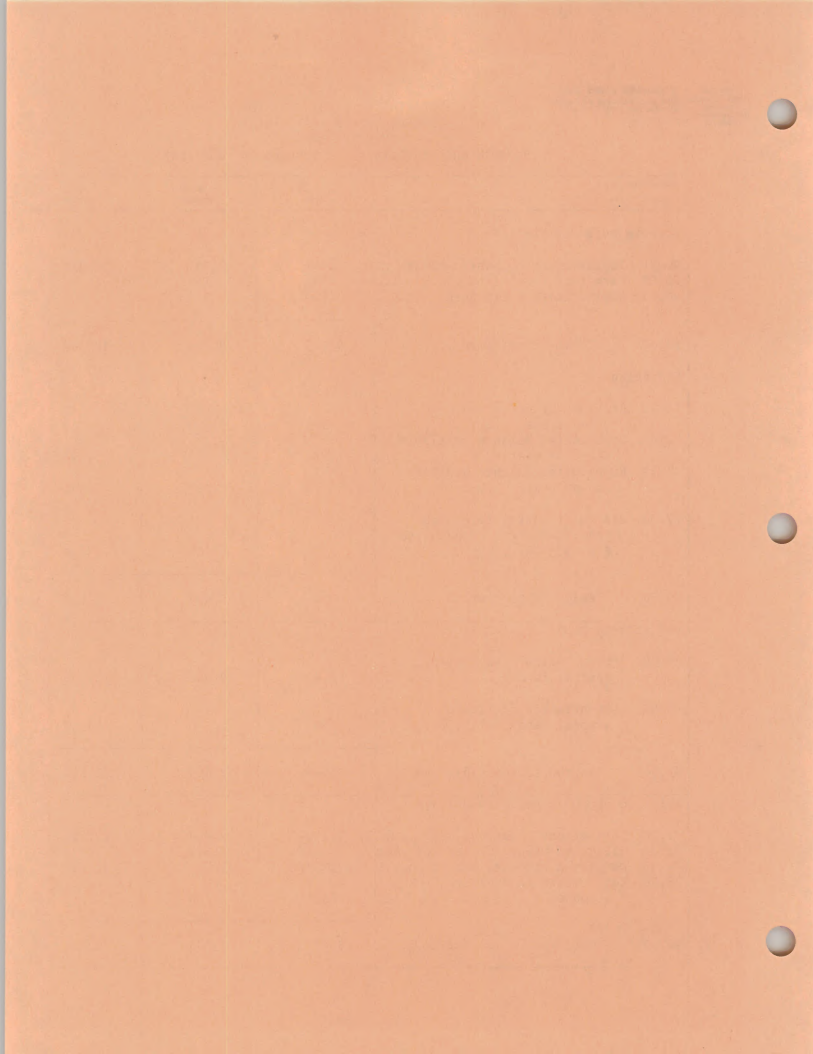


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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5132-0-2-302			
Program by activities:			
00.01 Improvements to public lands....	7,862	7,947	8,488
00.02 Farm tenant act lands.....	731	864	1,100
00.03 Administrative expenses.....	600	593	600
10.00 Total obligations.....	9,193	9,404	10,188
Financing:			
17.00 Recovery of prior year obligations.....	(324)	0	0
21.40 Unobligated balance available, start of year.....	(1,138)	(775)	(893)
24.40 Unobligated balance available, end of year.....	775	893	893
27.00 Capital transfer to general fund (Reduction pursuant to P.L. 99-177).....	0	(118)	0
39.00 Budget authority.....	8,506	9,404	10,188
Budget authority:			
40.00 Appropriation (indefinite, special funds).....	8,163	9,404	10,188
40.00 Appropriation (definite general fund).....	343	0	0
43.00 Appropriation (adjusted)....	8,506	9,404	10,188
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	9,193	9,404	10,188
72.40 Obligated balance, start of year	2,445	2,833	2,704
74.40 Obligated balance, end of year..	(2,833)	(2,704)	(2,995)
78.00 Adjustments in unexpired accounts.....	(324)	0	0
90.00 Outlays.....	8,481	9,533	9,897



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENT

Object Classification (in thousands of dollars)

Identification code	1989 actual	1990 estimate	1991 estimate
14-5132-0-2-302			
Personnel compensation:			
11.1 Full-time permanent.....	2,162	2,097	2,171
11.3 Other than full-time permanent.	335	325	336
11.5 Other personnel compensation...	123	120	124
11.9 Total personnel compensation.	2,620	2,542	2,631
12.1 Civilian personnel benefits.....	415	403	417
21.0 Travel and transportation of persons.....	134	130	135
22.0 Transportation of things.....	800	832	865
23.2 Rental payments to others.....	8	10	10
23.3 Communications, utilities, and miscellaneous charges.....	14	20	20
24.0 Printing and reproduction.....	1	0	0
25.0 Other services.....	1,959	2,000	2,000
26.0 Supplies and materials.....	1,633	1,700	1,700
31.0 Equipment.....	42	50	50
32.0 Land and structures.....	1,563	1,717	2,360
42.0 Insurance claims and indemnities.	4	0	0
99.9 Total obligations.....	9,193	9,404	10,188

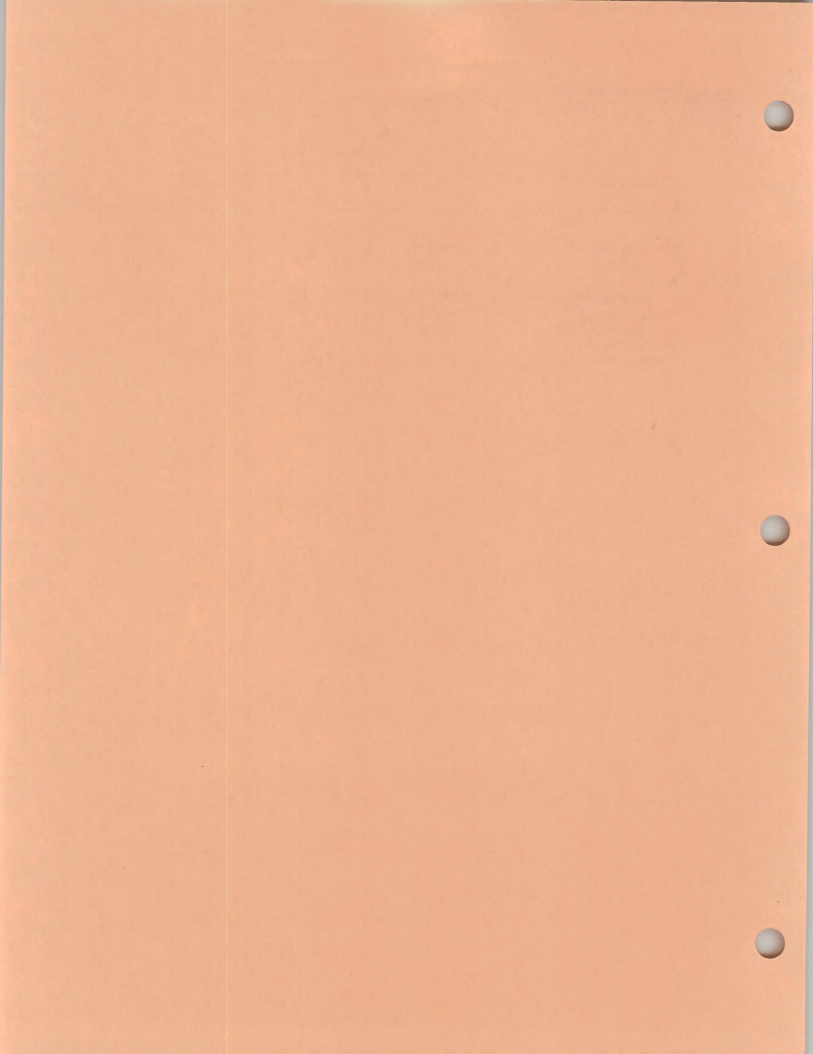


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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code	89 19 actual	90 19 estimate	91 19 estimate
14-5132-0-2-302			
Total number of full-time permanent positions.....	78	72	72
Total compensable workyears:			
Full-time equivalent employment.....	93	87	87
Full-time equivalent of overtime and holiday hours.....	4	4	4
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078



Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

This appropriation finances BLM's costs of performing specific actions initiated by applicants from deposits or service charges collected from the applicant and makes these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides some management flexibility in responding to externally initiated applications and ensures the immediate availability of funds for public-demand work, such as rights-of-way processing and copying of official records. Flexibility and fund availability are particularly important given the unpredictability of the level of demand, timing and other factors associated with these actions.

Funds are expected to be deposited for processing rights-of-way (ROW) applications and monitoring construction and operations for about 75 major rights-of-way projects including oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems. Processing and monitoring costs of small ROW projects are provided to this appropriation through a fee schedule.

In addition to ROW processing, this appropriation also finances costs associated with the adopt-a-horse program, costs for rehabilitation of damaged lands and facilities, costs for processing specified categories of realty cases, costs of slash burning and timber contract extension expenses, and the costs of production, research time, and administrative services involved in providing copies of official Public Land records and documents requested by the public.

Appropriation Language Sheet

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

(43 U.S.C. 1719, 1734, 1735, and 1764; 30 U.S.C. 185; 87 Stat. 584; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Appropriation: Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

PL 100-202

43 U.S.C. 1719(b)

43 U.S.C. 1734(a)

43 U.S.C. 1734(b)

43 U.S.C. 1735(a)

43 U.S.C. 1737

43 U.S.C. 1764(g)

30 U.S.C. 185(l)

43 U.S.C. 1652(c)

43 U.S.C. 1719(b) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for Administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands"

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys...shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "...any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended..."

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public land, including the acquisition of rights-of-way for such purposes . . . Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operations, and termination of the facility pursuant to the right-of-way.

30 U.S.C. 185(1) states that "The applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in processing the application and the holder of a right-of-way, or permit shall reimburse...for the costs incurred in monitoring the construction, operation, maintenance and termination of any pipeline and related facilities on such right-of-way..."

43 U.S.C. 1652(c) provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: SERVICE CHARGES, DEPOSITS, AND FORFEITURES (INDEFINITE)

	FTE	Amount	FTE	Amount	
APPROPRIATION ENACTED, 1990.....			83	6000	
REDUCTION PURSUANT TO P.L. 99-177.....					
ADJUSTED APPROPRIATION, 1990.....			83	6000	1/
TOTAL REQUIREMENTS (1991 estimate).....			83	6000	1/

Comparison by activities/ subactivities	1989		1990		1990		1991		1991		Inc./Dec. from 1990		Inc./Dec. from 1990		Inc./Dec. from 1991	
	Actual FTE	Amount	Enacted to Date FTE	Amount	PL99-177 Reduct Amount	Adjusted Approp. Amount	Base FTE	Amount	Estimate FTE	Amount	FTE	Amount	Adj Approp Amount	Amount	Base FTE	Amount
Rights-of-Way Processing.....	22	1326	19	1575	0	1575	19	1575	19	1575	0	0	0	0	0	0
Adopt-a-Horse Program.....	0	557	0	500	0	500	0	500	0	500	0	0	0	0	0	0
Repair of Damaged Lands.....	9	1026	1	650	0	650	1	650	1	650	0	0	0	0	0	0
Cost Recoverable Realty Cases.....	1	55	2	75	0	75	2	75	2	75	0	0	0	0	0	0
Timber Contract Expenses.....	53	2622	20	1500	0	1500	20	1500	20	1500	0	0	0	0	0	0
Copy Fees.....	37	1617	41	1700	0	1700	41	1700	41	1700	0	0	0	0	0	0
Total Requirements.....	122	7203	83	6000	0	6000	83	6000	83	6000	0	0	0	0	0	0

1/ This is an indefinite appropriation based upon receipts actually collected during the fiscal year.

Actual Budget Authority will depend upon the level of receipts actually collected for each program activity.

Justification of Program and Performance

Activity: Rights-of-way Processing

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE)	1,575 (19)	1,575 (19)	1,575 (19)	1,575 (19)	--- (---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	1,575	---	1,575

This account was not affected by Public Law 99-177.

Authorization

43 U.S.C. 1734, 1764
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.

30 U.S.C. 185
P.L. 93-153

The *Mineral Leasing Act of 1920* as amended by the *Trans-Alaska Pipeline Act of 1973*, Section 101 authorizes rights-of-way for oil, gas, and other fuels. It further authorizes the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

15 U.S.C. 719
P.L. 94-586

The *Alaska Natural Gas Transportation Act of 1976* authorizes the granting of certificates, rights-of-way permits, and leases.

42 U.S.C. 4321,
4331-4335,
4341-4347,
P.L. 91-190

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of the Rights-of-way Processing activity are as follows:

- o Facilitate production and transportation of domestic energy resources; and
- o Expedite the granting of all rights-of-way (ROWS) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable ROWs over Public Land (as authorized by the Federal Land Policy and Management Act of 1976 (FLPMA) and the 1973 amendment to the Mineral Leasing Act of 1920 (MLA)).

1991 program

The 1991 Base and Estimate levels for ROW processing are \$1,575,000 and 19 FTE.

The BLM total ROW program effort is funded through a combination of applicant deposits made into this indefinite appropriation and the directly appropriated funds in the "Management of Lands and Resources" (MLR) appropriations, Land, Realty and Rights-of-way Management subactivity.

BLM obtains deposits of funds from ROW applicants and grant holders prior to processing the application. The amount of the deposit is set by a schedule or is based on actual costs, depending on the type and size of the project. For FLPMA cases all reasonable costs are collected for cases where costs are expected to exceed \$1,500. Under the Mineral Leasing Act (MLA), actual costs are collected on cases where the processing costs are expected to be \$5,000 or more. Under both authorities a standard fee schedule is used for smaller cases. The funds collected become available for use by BLM in processing the application and monitoring the authorization. Only those costs resulting directly from the filing of an application or the issuance of a ROW grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

In 1991, BLM work effort on an estimated 1,850 cost recovery cases will be funded either fully or partially by reimbursement from the applicant. The remaining cases are those which are not cost reimbursable by statutory provision; work on these cases is funded entirely from the MLR appropriation. Only a portion of the processing costs for the FLPMA cases is recoverable under the regulations due to the reasonableness criteria contained in Section 304(b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded from the MLR account.

Justification of Program and Performance

Activity: Adopt-a-Horse Program

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE)	500 (---	500 (---	500 (---	500 (---	--- (---

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	500	---	500

This account was not affected by Public Law 99-177.

Authorization

43 U.S.C. 1732, 1734
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges to finance the costs of certain applicant activities.

16 U.S.C. 1331-1340
P.L. 92-195
P.L. 95-514

The *Wild Free-roaming Horse and Burro Act of 1971*, as amended by the *Public Rangelands Improvement Act of 1978*, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

43 U.S.C. 1901
P.L. 95-514

The *Public Rangelands Improvement Act of 1978 et seq.* establishes the policy of improving the Federal (rangeland) conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to:

- o Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and
- o Recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

1991 program

The 1991 Base and Estimate levels for the Adopt-a-Horse program are \$500,000. BLM charges standard adoption fees of \$125 per horse and \$75 per burro to partially offset costs of operating the adoption program. The fees deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program. Uses of these funds include the facilitation of the adoption of excess animals at BLM preparation facilities, prison training facilities, and adoption centers.

Justification of Program and Performance

Activity: Repair of Damaged Lands

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	650	650	650	650	---
(FTE)	(1)	(1)	(1)	(1)	(---)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 <u>B.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
\$	650	---	650

This account was not affected by Public Law 99-177

Authorization

43 U.S.C. 1735
P.L. 94-579

The *Federal Land Policy and Management Act of 1976, (Section 305)* authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities. The provision is amended by the appropriations act language for "Services Charges, Deposits and Forfeitures".

Objectives

The objectives of this activity are to:

- o Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- o Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- o Rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

1991 program

The amount estimated to be available for repair of damaged land and facilities in 1991 from new collections is \$650,000 at the Base and Estimate levels.

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By amendment, the funds are available to be expended to improve, protect or rehabilitate any Public Land where the amounts collected are in excess of the amount needed to repair damage to the exact land for which collected.

Justification of Program and Performance

Activity: Cost Recoverable Realty Cases

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	75	75	75	75	---
(FTE)	(2)	(2)	(2)	(2)	(---

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	75	---	75

This account was not affected by Public Law 99-177

Authorization

43 U.S.C. 1719, 1732, 1745, 1746 The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of the cost recoverable realty cases program is to:

- o Process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

1991 program

The 1991 Base and Estimate levels are \$75,000 and 2 FTE.

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions which desire these services deposit money with the Bureau in advance for performance of the specified work. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to perform the required work. These services are as follows:

Expenses, Conveyance of Federally-owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the

land boundaries have changed due to riparian boundary changes, preparing the Riparian Specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the land.

Justification of Program and Performance

Activity: Timber Contract Expenses

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$ (FTE)	1,500 (20)	1,500 (20)	1,500 (20)	1,500 (20)	--- (---)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 <u>B.A. Cancellation</u>	1990 Adjusted <u>Approp.</u>
\$	1,500	---	1,500

This account was not affected by Public Law 99-177.

Authorization

43 U.S.C. 1732, 1734
P.L. 94-597

The Federal Land Policy and Management Act of 1976
authorizes the collection of service charges to
finance the costs of certain applicant activities.

Objective

The objective of this program is to:

- o Provide funds for the BLM to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment in lieu of performing the work.

1991 program

The 1991 Base and Estimate level for timber contract expenses is \$1,500,000 and 20 FTE.

Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the Bureau in lieu of performing certain specified work. The BLM then uses these funds to accomplish the required tasks. Most of the work involves performing timber sale slash disposal in western Oregon. It is estimated that funding from this appropriation will support slash disposal on approximately 6,000 acres. A description of the total western Oregon slash disposal program can be found in the Reforestation and Forest Development subactivity of the O&C Appropriation.

Justification of Program and Performance

Activity: Copy Fees

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	1,700	1,700	1,700	1,700	---
(FTE)	(41)	(41)	(41)	(41)	(---

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
\$	1,700	---	1,700

This account was not affected by Public Law 99-177.

Authorization

43 U.S.C. 1732, 1734
P.L. 94-597

The *Federal Land Policy and Management Act of 1976* authorizes the collection of service charges to finance the costs of certain activities.

Objective

The objective of the copy fees program is to:

- o Cover the costs of providing copies of Bureau documents to industry, user organizations and the general public.

1991 program

The 1991 Base and Estimate levels are \$1,700,000 and 19 FTE.

The BLM is the custodian of the official Public Land records of the United States. Some of these records date back to the very beginnings of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of Public Domain land to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the current ownership of both public and private land. Equally important are copies of official cadastral survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages and master title plats. The BLM also prepares and prints land status maps and other official documents of use to the public, industry and other groups.

The BLM receives nearly 500,000 requests annually for copies of these official records. In this activity, the BLM recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. In 1991 the BLM expects to provide

over 4 million copies of official records and associated documents and will collect \$1.7 million in fees. The increased emphasis on using ALMRS for case management work will enable the BLM to respond to information requests in a more efficient, effective, and less labor intensive manner.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

**Appropriation: Service Charges, Deposits,
and Forfeitures**

	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
-----	----	-----	----	-----	----	-----
11. Personnel compensation:						
11.1 Permanent positions.....	70	2436	70	2436	0	0
11.3 Positions other than permanent....	13	420	13	420	0	0
11.5 Other personnel compensation 1/....	(10)	357	(10)	357	(0)	0
	----	-----	----	-----	----	-----
Total personnel compensation	83	3213	83	3213	0	0
Other Objects						

12.1 Personnel benefits.....		572		572		0
21.1 Travel and transportation of persons.....		65		65		0
22.0 Transportation of things.....		570		570		0
23.2 Rental payments to others.....		5		5		
23.3 Communications, utilities, and miscellaneous charges.....		5		5		0
24.0 Printing and reproduction.....		75		75		0
25.0 Other services.....		1140		1140		0
26.0 Supplies and materials.....		280		280		0
31.0 Equipment.....		50		50		0
32.0 Lands and structures.....		25		25		0
Total Requirements.....		6000		6000		0

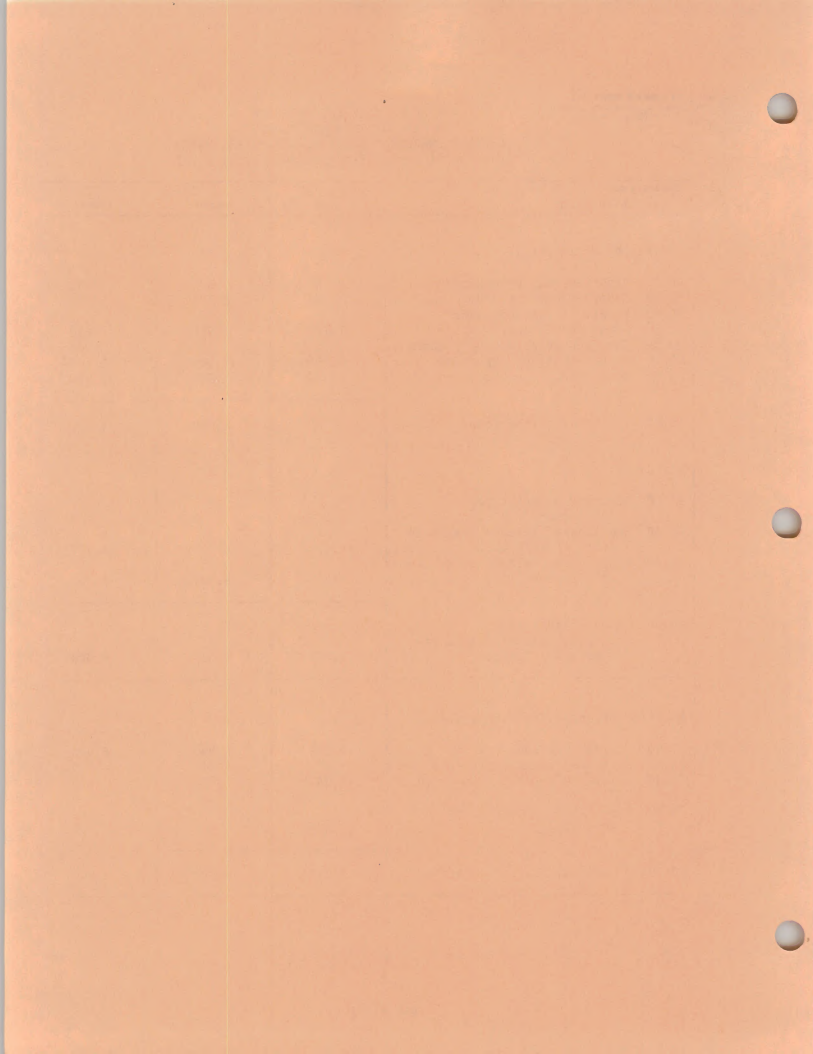
1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5017-0-2-302			
Program by activities:			
00.01 Rights-of-way processing.....	2,407	1,575	1,575
00.02 Adopt-a-horse program.....	593	500	500
00.03 Repair of damaged lands and facilities.....	1,105	650	650
00.04 Cost recoverable realty cases....	61	75	75
00.05 Timber contract expenses.....	3,599	1,500	1,500
00.06 Copy fees.....	1,374	1,700	1,700
10.00 Total obligations.....	9,139	6,000	6,000
Financing:			
17.00 Recovery of prior year obligations.....	(208)	0	0
21.40 Unobligated balance available, start of year.....	(8,435)	(6,707)	(6,707)
24.40 Unobligated balance available, end of year.....	6,707	6,707	6,707
40.00 Budget authority appropriation indefinite, special fund).....	7,203	6,000	6,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	9,139	6,000	6,000
72.40 Obligated balance, start of year..	1,690	3,047	720
74.40 Obligated balance, end of year....	(3,047)	(720)	(720)
78.00 Adjustments in unexpired accounts.....	(208)	0	0
90.00 Outlays.....	7,574	8,327	6,000



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code	89 19 actual	90 19 estimate	91 19 estimate
14-5017-0-2-302			
Personnel compensation:	3,335	2,353	2,436
11.1 Full-time permanent.....	576	406	420
11.3 Other than full-time permanent....	488	345	357
11.5 Other personnel compensation....	2	0	0
11.8 Special personal service payments			
11.9 Total personnel compensation.	4,401	3,104	3,213
12.1 Civilian personnel benefits.....	784	553	572
21.0 Travel and transportation of persons.....	74	60	65
22.0 Transportation of things.....	560	555	570
23.2 Rental payments to others.....	58	5	5
23.3 Communications, utilities, and miscellaneous charges.....	5	5	75
24.0 Printing and reproduction.....	79	75	1,140
25.0 Other services.....	2,405	1,268	280
26.0 Supplies and materials.....	621	300	50
31.0 Equipment.....	104	50	25
32.0 Land and structures.....	48	25	
99.9 Total obligations.....	9,139	6,000	6,000



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5017-0-2-302			
Total number of full-time permanent positions.....	103	70	70
Total compensable workyears:			
Full-time equivalent employment.....	122	83	83
Full-time equivalent of overtime and holiday hours.....	16	10	10
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078



Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds (Indefinite)

This account includes the following:

Land and Resource Management Trust Fund - Monies are contributed by private entities or non-Federal organizations for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys; and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Appropriation Language Sheet

Miscellaneous Trust Funds

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 1721, 1737; 31 U.S.C. 1321; 48 Stat. 1224-36, Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Appropriation: Miscellaneous Trust Funds

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under Section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h
43 U.S.C. 315i
43 U.S.C. 355
43 U.S.C. 759
43 U.S.C. 761
43 U.S.C. 1721
43 U.S.C. 1737
31 U.S.C. 1321 (a) (47), (48)
48 Stat. 1224-36
P.L. 101-121

43 U.S.C. 315h, 315i provide for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and for these funds to be deposited into the Treasury in a trust fund and permanently appropriated for use by the Secretary.

43 U.S.C. 355, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses.

43 U.S.C. 1721(b) provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737(c) provides for funds to be contributed for: 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals, to be placed in a separate account in the treasury and to be available until expended.

31 U.S.C. 1321(a) (47) and (48) classify the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds.

48 Stat. 1224-36 provides for payments in advance for public surveys.

Public Law 101-121, Department of the Interior and Related Agencies Appropriations Act, 1990, provides the current appropriation of FLPMA-authorized contributions, and makes funds available until expended.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: MISCELLANEOUS TRUST FUNDS (Indefinite)

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990.....	20	700		
REDUCTION PURSUANT TO P.L. 99-177 (CURRENT).....	0	-1		
OBLIGATION LIMITATION PURSUANT TO P.L. 99-177 (PERMANENT).....		[592]		
ADJUSTED APPROPRIATION, 1990.....	20	699	1/	
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177.....	1			
TOTAL ADJUSTMENTS TO BASE.....	0	1		
1991 BASE BUDGET.....	20	700		
Program Changes (Changes to base budget, detailed below).....	0	0		
TOTAL REQUIREMENTS (1991 estimate).....	20	700	1/	

Comparison by activities/ subactivities	1989		1990		1990		1991		1991		Inc./Dec. from 1990		Inc./Dec. from 1990		Inc./Dec. from 1991	
	Actual		Enacted to Date		PL99-177	Adjusted	Base		Estimate		Approp	Adj Approp			Base	
	FTE	Amount	FTE	Amount	Amount	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Land and Resource Management																
a. Current.....	56	3871	20	100	-1	99	20	100	20	100	0	0	1	0	0	0
b. Permanent.....	26	1888	28	599	0	599	28	599	28	599	0	0	0	0	0	0
2. Trustee, Alaska Townsites (Permanent)	0	1	0	1	0	1	0	1	0	1	0	0	0	0	0	0
Total Requirements.....	82	5760	48	700	-1	699	48	700	48	700	0	0	1	0	0	0
Current Appropriation (Indefinite)	(100)		(100)			(99)		(100)		(100)						
Permanent Appropriation (Indefinite)	(600)		(600)			(600)		(600)		(600)						

1/ These appropriations are for indefinite amounts, and actual appropriations depend upon the amounts contributed or donated from non-Federal sources to accomplish work authorized to be performed by BLN under these authorities. Actual amounts will vary from estimates.

Justification of Base Adjustments

Miscellaneous Trust Funds

	FTE	(\$000)
<u>Adjustment for 1990 effect of P.L. 99-177.....</u>	---	+1
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (PL 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
<u>Total Adjustment of Base</u>	---	+1

Justification of Program and Performance

Activity: Land and Resource Management Trust Fund

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	699	698	699	699	---
(FTE)	(48)	(48)	(48)	(48)	(---)
Current Authority	(100)	(99)	(100)	(100)	(---)
Permanent Authority	(599)	(599)	(599)	(599)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-117 Obligation Limitation	1990 Adjusted Approp.
\$	699	9	690

This limitation of \$8,000 and reduction of \$1,000 will be accommodated by deferring work on several resource improvement projects funded through contributions.

Authorization

43 U.S.C. 1721, 1737
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance of omitted lands to States or their political subdivisions; and 3) conducting public surveys requested by individuals; provided that estimated costs are paid prior to project initiation.

43 U.S.C. 315h

The *Taylor Grazing Act of 1934*, as amended, provides for acceptance of contributions for range improvement purposes.

Objectives

- o Provide for resource development, protection and management through the utilization of contributions of money and services; and
- o Provide public surveys when estimated costs are contributed in advance.

1991 program

The 1991 Base and Estimate levels are \$699,000 and 48 FTE. This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from private individuals, companies, user organizations, and other non-Federal agencies. Contributions must be received and deposited before the BLM begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as

range improvements, off-road vehicle (ORV) recreation area maintenance, and protection of endangered species. The acceptance of contributions is authorized by sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of FLPMA. Included in the 1991 program are estimated contributions from the State of California Off-Highway Vehicle license ("green sticker") funds, used by BLM for the development, maintenance and operation of benefiting projects on BLM-administered Public Land in the State of California.

Acceptance of contributions is also authorized by the Taylor Grazing Act (43 U.S.C. 315h) for rangeland improvements, and by 43 U.S.C. 759, 761, and 31 U.S.C. 1321(a), for public surveys; and these contributions are permanently appropriated as trust funds to the Secretary for such uses by those Acts.

Justification of Program and Performance

Activity: Trust Funds, Alaska Townsites (Permanent)

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	1	1	1	1	(---)
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 355

The Act of March 3, 1891, Sec. 11, provided for the sale of town lots to non-Native Alaskans. This Act was repealed by The Federal Land Policy and Management Act of 1976 (FLPMA). The Alaska trust funds authorized by 31 U.S.C. 1321(a) provide for survey and deed recordation of town lots occupied prior to FLPMA.

1991 program

The 1991 Base and Estimate levels are \$1,000.

Alaska town lot purchasers pay the cost of survey and deed recordation plus \$25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891, which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 31 U.S.C. 1321 authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
-----	---	-----	---	-----	---	-----
11. Personnel compensation:						
11.1 Permanent positions.....	40	950	40	950	0	0
11.3 Positions other than permanent....	8	323	8	323	0	0
11.5 Other personnel compensation.....		71		71	0	0
11.8 Special personal services comp....		10		10		
-----	-----	-----	-----	-----	-----	-----
Total personnel compensation	48	1354	48	1354	0	0
Other Objects						

12.1 Personnel benefits.....		195		195		0
21.1 Travel and transportation of persons.....		210		210		0
22.0 Transportation of things.....		15		15		0
23.2 Rental payments to others.....		5		5		0
23.3 Communications, utilities, and miscellaneous charges.....		10		10		0
24.0 Printing and reproduction.....						0
25.0 Other services.....		40		40		0
26.0 Supplies and materials.....		25		25		0
31.0 Equipment.....		25		25		0
32.0 Lands and structures.....		312		68		-244
-----	-----	-----	-----	-----	-----	-----
Total Requirements.....		2191	1/	1947	1/	-244

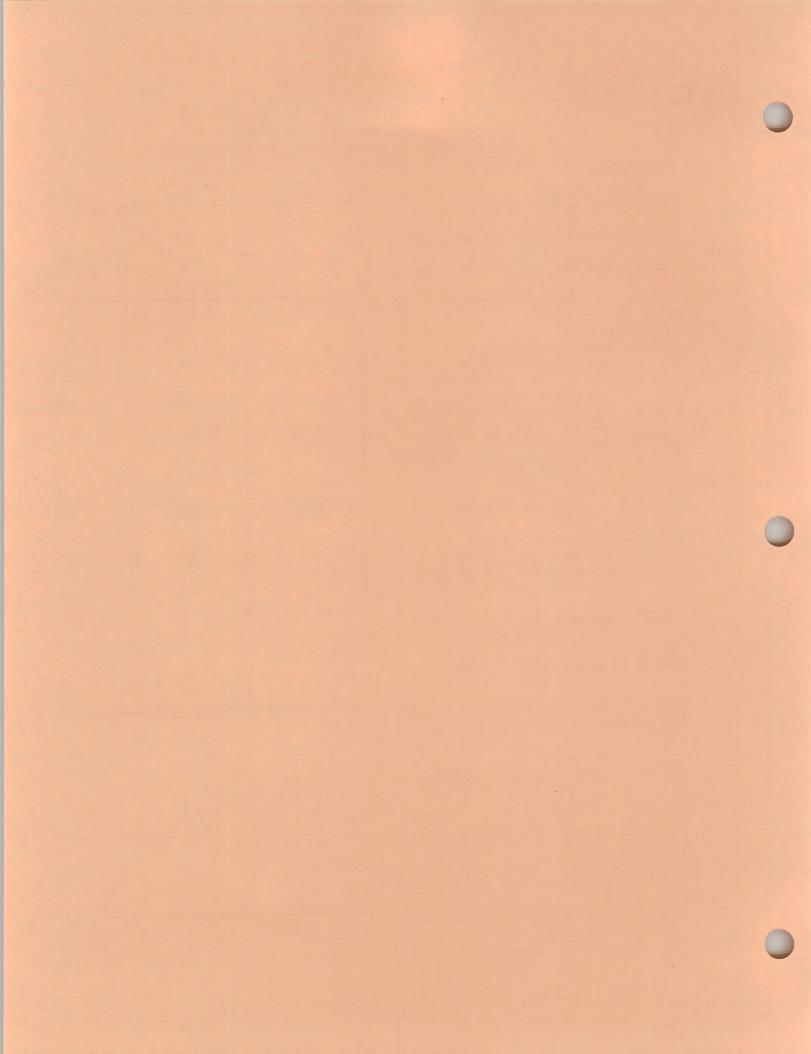
1/ Includes obligations of \$1,491 in 1991 Base and \$1,247 from carryover balances for the Land and Resource Management Trust Fund.

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STANDARD FORM 300
July 1954, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-9971-0-7-302			
Program by activities:			
00.01 Land and resource management trust fund.....	5,001	2,092	1,847
00.02 Trustee funds, Alaska townsites.....	7	99	100
10.00 Total obligations.....	5,008	2,191	1,947
Financing:			
17.00 Recovery of prior year obligations.....	(247)	0	0
21.40 Unobligated balance available, start of year.....	(5,081)	(6,080)	(4,589)
24.40 Unobligated balance available, end of year.....	6,080	4,589	3,342
27.00 Capital transfer to general fund (Reduction pursuant to P.L. 99-177).....	0	(1)	0
39.00 Budget authority.....	5,760	699	700
Budget authority, Current:			
40.00 Appropriation (indefinite).....	3,871	100	100
40.00 Appropriation (Reduction pursuant to P.L. 99-177).....	0	(1)	0
43.00 Appropriation (adjusted) (indefinite).....	3,871	99	100
60.00 Appropriation (permanent, indefinite).....	1,889	600	600
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	5,007	2,191	1,947
72.40 Obligated balance, start of year	2,645	1,107	746
74.40 Obligated balance, end of year..	(1,107)	(746)	(626)
78.00 Adjustments in unexpired accounts.....	(247)	0	0
90.00 Outlays.....	6,298	2,552	2,067
Distribution of budget authority by account:			
Land and resource management trust fund	5,749	698	699
Trustee funds, Alaska townsites.....	11	1	1
Distribution of outlays by account:			
Land & resource management trust fund.	6,291	2,551	2,066
Trustee funds, Alaska townsites.....	7	1	1



Type size:
8 point 22 lines
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS

Object Classification (in thousands of dollars)

Identification code	19 89	19 90	19 91
	actual	estimate	estimate
14-9971-0-7-302			
Personnel compensation:			
11.1 Full-time permanent.....	1,492	917	950
11.3 Other than full-time permanent..	520	312	323
11.5 Other personnel compensation...	119	63	71
11.8 Special personal services payment.....	13	10	10
11.9 Total personnel compensation.	2,144	1,302	1,354
12.1 Civilian personnel benefits.....	310	189	195
21.0 Travel and transportation of persons.....	326	200	210
22.0 Transportation of things.....	36	15	15
23.2 Rental payments to others.....	16	5	5
23.3 Communications, utilities, and miscellaneous charges.....	59	10	10
24.0 Printing and reproduction.....	39	0	0
25.0 Other services.....	461	40	40
26.0 Supplies and materials.....	812	25	25
31.0 Equipment.....	146	25	25
32.0 Land and structures.....	659	380	68
99.9 Total obligations.....	5,008	2,191	1,947



Type size:
8 point 22 lines
Case 180
Red underneath
Case 210

STANDARD FORM 300

July 1964, Bureau of the Budget
Circular No. A-11, Revised.
508 - 101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-9971-0-7-302			
Total number of full-time permanent positions.....	69	40	40
Total compensable workyears:			
Full-time equivalent employment.....	82	48	48
Full-time equivalent of overtime and holiday hours.....	3	2	2
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078



Appropriation Summary Statement

Appropriation: Special Acquisition of Lands and Minerals (Permanent)

This account was established to identify the monetary effect of the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal land or mineral interests in areas specifically authorized and directed by an Act of Congress.

The major activities covered by this account are the following:

Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights accrued from interest adjustments to the initial bidding rights issued under the authority of P.L. 96-476 as amended by section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

Northern Cheyenne Indian Reservation. Section 3 of P.L. 96-401 provides for cancellation of certain coal leases and permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements to compensate lessees and permittees for the cancellation of their leases or permits. Compensation is to be in the form of noncompetitive coal leases off the reservation or certificate of bidding rights or both. Bidding rights have been issued in the Peabody Coal Company, Garfield County Exploration Company/Oil Shale Syndicate, and Consolidation Coal Company settlements. The bidding rights granted did not accrue interest. No further settlements under P.L. 96-401 remain to be completed.

This is permanent authority not requiring current Congressional action.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: SPECIAL ACQUISITION OF LANDS AND MINERALS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990.....			0	1300
OBLIGATION LIMITATION PURSUANT TO P.L. 99-177.....				[18]
ADJUSTED APPROPRIATION, 1990.....			0	1300
ADJUSTMENTS TO BASE:				
TOTAL ADJUSTMENTS TO BASE.....			0	0
1991 BASE BUDGET.....			0	1300
Program Changes (Changes to base budget, detailed below).....				0
TOTAL REQUIREMENTS (1991 estimate).....				1300

Comparison by activities/ subactivities	1989		1990		PL99-177 Reduction Amount	1990		1991		1991		Inc./Dec. from 1990		Inc./Dec. from 199		from 1991	
	Actual		Enacted to Date			Adjusted Approp.		Base		Estimate		Approp		Adj Approp		Base	
	FTE-T	Amount	FTE-T	Amount		FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Special Acquisition of Lands and Minerals.	0	5482	0	1300	0	1300	0	1300	0	1300	0	0	0	0	0	0	

Justification of Program and Performance

Activity: Special Acquisition of Lands and Minerals

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	1,300	1,300	1,300	1,300	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	1,300	1,282

The obligation limitation pursuant to PL 99-177 will result in a deferral of the interest on monetary credits until 1991.

Authorization

16 U.S.C. 460 11-3
P.L. 97-476

Section 4 of the *Rattlesnake Recreation Area and Wilderness Act of 1980* authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

16 U.S.C. 460 11-3
P.L. 98-140

Section 7 of the *Lee Metcalf Wilderness and Management Act of 1983* amended P.L. 96-476 to provide that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

P.L. 96-401

Section 3 of "An act relating to certain leases involving the Secretary of the Interior and the Northern Cheyenne Indian Reservation," provides for the cancellation of 6 coal leases and 11 permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements with the lessees and permittees to compensate them for the cancellation of their leases or permits. Compensation was to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both.

Objective

The objective of this program is to:

- o account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights issued pursuant to special legislation relating to acquisition of land or mineral rights.

1991 program

Rattlesnake NRA and Wilderness Area

On November 19, 1983, pursuant to P.L. 97-476, as amended, BLM issued bidding rights equal to \$14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness Area in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 U.S.C. 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is applied to the State's 50 percent share of these payments.

To exercise these bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

Interest will be compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended.

Bidding rights may be assigned to any entity in minimum amounts of \$100,000.

Northern Cheyenne Indian Reservation

On September 24, 1985, pursuant to P.L. 96-401, BLM issued bidding rights of about \$3,170,000 to Peabody Coal Company for its rights within the Northern Cheyenne Indian Reservation in Montana. On April 25, 1989, BLM issued bidding rights of \$4,977,955 to Garfield County Exploration Company and Shale Oil Syndicate, Inc. for their rights within the Northern Cheyenne Indian Reservation. On October 19, 1989, BLM issued bidding rights of \$892,487 to Consolidation Coal Company for its rights within the Northern Cheyenne Indian Reservation. The bidding rights granted do not accrue interest.

The certificates of bidding rights provide that the bidding rights granted may be used as monetary credits against bonus payments paid under the Mineral Land Leasing Act of 1920, as amended (31 U.S.C. 191) for any Federal coal lease won at competitive sales, by the parties to whom the certificates were issued or their successors and assigns.

All rights granted to Peabody Company shall continue until fully used, or if not fully used, not later than September 30, 2005. The rights granted to Garfield County Exploration Company and Shale Oil Syndicate, Inc., and to Consolidation Coal Company shall continue until fully used. The bidding rights may be assigned in minimum amounts of \$100,000.

Summary

As of November 30, 1989, the value of the total outstanding unused bidding rights was \$11,492,115.99. Interest is currently paid at a rate of 7% on the outstanding bidding rights where applicable.

The 1991 amount represents only interest adjustments to unexercised bidding rights for Rattlesnake NRA and Wilderness Area at current Treasury rates. It is permanent authority to borrow, requiring no current Congressional action.

Type size:
8 point 22 lines
Cap. 180
Red Underneath
Class 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. 4-74, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION OF LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code	1989 actual	1990 estimate	1991 estimate
14-1117-0-1-302			
Program by activities:			
10.00 Total obligations (object class 43.0).....	5,482	1,282	1,318
Financing:			
21.40 Unobligated balance available, start of year.....	0	0	(18)
24.40 Unobligated balance available, end of year.....	0	18	0
67.10 Authority to borrow (P.L. 96-476, as amended)....	5,482	1,300	1,300
71.00 Obligations incurred, net.....	5,482	1,282	1,318
90.00 Outlays.....	5,482	1,282	1,318



Appropriation Summary Statement

Appropriation: Operations and Maintenance of Quarters (Permanent)

This permanent appropriation provides for the maintenance of quarters used by BLM employees in areas where other housing alternatives are unavailable. Expenses for operation and maintenance of quarters are financed by collections received in the form of quarters rental payments. This account was established in 1986 and operates under provisions of Section 320 of the 1985 Department of the Interior and Related Agencies Appropriations Act, as amended by Section 316 of the 1989 Interior Department Appropriations Act.

Justification of Program and Performance

Appropriation: Operation and Maintenance of Quarters

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	250	250	250	250	(---)
(FTE)	(3)	(3)	(3)	(3)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	250	247

The obligation limitation pursuant to PL 99-177 will defer preventive maintenance work such as painting on approximately 6 to 8 quarters units.

Authorization

P.L. 98-473

The 1985 Appropriations Act for the Department of the Interior and Related Agencies, Section 320, established a permanent account in each bureau for the operation and maintenance of quarters starting with 1985 and each fiscal year thereafter.

Objective

The objective of this account is to:

- o Maintain and repair all BLM employee occupied quarters from which quarters rental charges are collected.

1991 program

Agencies are required to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

Section 320 of the 1985 Appropriations Act for the Department of the Interior and Related Agencies as amended by Section 316 of the 1989 Interior Department Appropriations Act, requires that quarters rental charges collected be deposited in a special fund to remain available until expended for the maintenance and operation of quarters. The funds are used to maintain, repair and recondition BLM owned housing to keep the facilities in safe, healthful and usable condition.

Type size:
8 point 22 lines
Case 190
Red underneath
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5048-0-2-302			
Program by activities:			
10.00 Total obligations.....	398	246	250
Financing:			
17.00 Recovery of prior year obligations.....	(5)	0	0
21.40 Unobligated balance available, start of year.....	(181)	(13)	(17)
24.40 Unobligated balance available, end of year.....	13	17	17
60.00 Budget authority (appropriation permanent indefinite) (special fund).....	225	250	250
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	399	246	250
72.40 Obligated balance, start of year	41	4	26
74.40 Obligated balance, end of year.	(4)	(26)	(26)
78.00 Adjustments in unexpired account	(5)	0	0
90.00 Outlays.....	431	224	250



Type size:
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Case 180
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500 - 101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Object Classification (in thousands of dollars)

Identification code		89 19 actual	90 19 estimate	91 19 estimate
14-5048-0-2-302				
Personnel compensation:				
11.1	Full-time permanent.....	117	60	62
11.3	Other than full-time permanent..	58	30	31
11.5	Other personnel compensation....	2	2	2
11.9	Total personnel compensation..	177	92	95
12.1	Civilian personnel benefits.....	27	14	15
21.0	Travel and transportation of persons.....	13	6	6
22.0	Transportation of things.....	7	5	5
23.2	Rental payments to others.....	10	5	5
25.0	Other services.....	47	40	40
26.0	Supplies and materials.....	110	54	54
31.0	Equipment.....	7	5	5
32.0	Land and structures.....	0	25	25
99.9	Total obligations.....	398	246	250



Type size:
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Case 190
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-5048-0-2-302			
Total number of full-time permanent positions.....	5	3	3
Total compensable workyears: Full-time equivalent employment.....	6	3	3
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078



Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts collected from the sale, lease, or use of the Public Land and resources with States and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the States and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

Historically, the bulk of the outlays from these accounts were made in the fiscal year immediately following the year in which the collections were made. In order to annualize these payments so that the payments are made in the same fiscal year as they were collected, the outlay schedule for 1990 is higher than normal. The regularly scheduled payments will be made for the 1989 receipt collections in addition to accelerating the payment schedule for the 1990 receipt collections by providing a partial payment of the 1990 obligations in September of 1990. Beginning in 1991, these payments will be annualized so that payments covering receipts collected for about 85% of the collection year will be made during the year of collection with the balance of 15% being made in the following fiscal year.

The following activities are included within the total appropriation:

1. Payments to Oklahoma (royalties);
2. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands;
3. Payments to counties, Oregon and California grant lands;
4. Payments to States (proceeds of sales);
5. Payments to States from grazing receipts, etc., Public Land outside grazing districts;
6. Payments to States from grazing receipts, etc., Public Land within grazing districts;
7. Payments to States from grazing receipts, etc., Public Land within grazing districts, miscellaneous;
8. Payments to Alaska, National Petroleum Reserve;
9. Payments to counties, National Grasslands;
10. Expenses, road maintenance deposits;
11. Payments to Nevada from receipts on land sales; and
12. Payments from proceeds, sale of water.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: MISCELLANEOUS PERMANENT APPROPRIATIONS

	FTE	Amount	FTE	Amount
	----	-----	----	-----
APPROPRIATION ENACTED, 1990.....			80	134933
OBLIGATION LIMITATION PURSUANT TO P.L. 99-177.....				[128135]
	----	-----	----	-----
ADJUSTED APPROPRIATION, 1990.....			80	134933
ADJUSTMENTS TO BASE:				
TOTAL ADJUSTMENTS TO BASE.....			0	0
	----	-----	----	-----
1991 BASE BUDGET.....			80	134933
Program Changes (Changes to base budget, detailed below).....				18789
			----	-----
TOTAL REQUIREMENTS (1991 estimate).....			80	153722

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: MISCELLANEOUS PERMANENT APPROPRIATIONS

Comparison by activities/ subactivities	1989		1990		PL99-177	1990	1991		1991		Inc./Dec. from 1990		Inc./Dec. from 1990		Inc./Dec. from 1991	
	FTE	Amount	FTE	Amount	Reduct Amount	Adjusted Approp. Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Payments to Oklahoma (royalties)....	0	5	0	4	0	4	0	4	0	4	0	0	0	0	0	0
2. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands.....	0	980	0	980	0	980	0	980	0	1000	0	20	20	0	20	
3. Payments to counties, Oregon and California grant lands.....	0	109911	0	121900	0	121900	0	121900	0	141100	0	19200	19200	0	19200	
4. Payments to States (proceeds of sales).....	0	1270	0	1176	0	1176	0	1176	0	1268	0	92	92	0	92	
5. Payments to States from grazing receipts, etc., public lands outside grazing districts.....	0	1232	0	1289	0	1289	0	1289	0	1280	0	-9	-9	0	-9	
6. Payments to States from grazing receipts etc., public lands within grazing districts.....	0	1835	0	1959	0	1959	0	1959	0	1946	0	-13	-13	0	-13	
7. Payments to States from grazing receipts etc., public lands within grazing districts misc.....	0	5	0	5	0	5	0	5	0	5	0	0	0	0	0	
8. Payments to Alaska, National Petroleum Reserve.....	0	596	0	600	0	600	0	600	0	600	0	0	0	0	0	
9. Payments to Counties, National Grasslands.....	0	465	0	520	0	520	0	520	0	519	0	-1	-1	0	-1	
10. Expenses, road maintenance deposits.	88	6512	80	5000	0	5000	80	5000	80	4500	0	-500	-500	0	-500	
11. Payments to Nevada from receipts on land sales.....	0	262	0	1500	0	1500	0	1500	0	1500	0	0	0	0	0	
12. Payments from proceeds-sale of water	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
TOTAL REQUIREMENTS	88	123073	80	134933	0 1/	134933	80	134933	80	153722	0	18789	18789	0	18789	

1/ THE OBLIGATION LIMITATION PURSUANT TO P.L. 99-177 DOES NOT IMPACT BUDGET AUTHORITY.

Justification of Program and Performance

Activity: Payments to Oklahoma (royalties)

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	4	4	4	4	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 Obligation <u>Limitation</u>
\$	4	4

There is no impact to this activity resulting from PL 99-177.

1991 program

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools.

The 1991 Estimate is \$4,000. Payments had historically been made in November following the end of the fiscal year in which the receipts were collected. Beginning in 1990, payments for the first 10 months of the current fiscal year will be made in September, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year. The same schedule will be followed for 1991 payments.

Activity: Payments to Coos and Douglas Counties, Oregon,
for Coos Bay Wagon Road Grant Lands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	980	980	980	1,000	+20
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	980	572

The impact of P.L. 99-177 is to limit 1990 payments to a total of \$572,000. The balance will not be lost in payments to the counties as it will only be deferred to 1991.

1991 Base

In accordance with 53 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands. Payments are made from receipts collected, on a quarterly basis, upon receipt of billings from the counties.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	980	1,000	+20
(FTE)	(---)	(---)	(---)

An increase of \$20,000 is projected for 1991. The anticipated increase is due to an increase in value of timber products sold which is reflecting a continued high demand for timber. A high harvest level is also resulting in a declining "reserve" of sold but unharvested timber which is also resulting in an escalation of the sale value of timber.

Activity: Payments to Counties, Oregon and California (O&C) Grant Lands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$ (FTE)	121,900 (---)	121,900 (---)	121,900 (---)	141,100 (---)	+19,200 (---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	121,900	113,834

The impact of PL 99-177 is that 1990 payments will be limited to a total of \$113,834,000. The balance of \$8,066,000 will not be lost in payments to the counties as the payments will only be deferred to 1991.

1991 Base

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by the annual Interior Department Appropriations Act, 50 percent of the receipts to the Oregon and California grant land fund are paid to the counties in which the lands are situated, to be used as other county funds. Included in this amount are funds generated from the management of Forest Service administered O&C grant lands in addition to those administered by the BLM. Payments had historically been made in October and November following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current fiscal year will be made in September, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$ (FTE)	121,900 (---)	141,100 (---)	+19,200 (---)

An increase of \$19,200,000 is projected for 1991. The anticipated increase is due to an increase in receipts collected, reflecting a continued high level of timber harvest, and effects of increased sale prices paid for the sold timber, thereby increasing the total receipts when the timber is harvested. This increases the 50 percent share of the receipts which is paid to the 18 O&C counties by law.

Activity: Payments to States (proceeds of sales)

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	1,176	1,176	1,176	1,268	+92
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 Obligation <u>Limitation</u>
\$	1,176	1,085

The impact of PL 99-177 is that 1990 payments will be limited to a total of \$1,085,000. The balance of \$91,000 will not be lost in payments to the states as the payments will only be deferred to 1991.

1991 Base

In accordance with the Department of the Interior and Related Agencies Appropriations Act of 1952 (P.L. 82-136, 65 Stat. 252), the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public Land and Public Land products. These payments are to be used for educational purposes or for construction of public roads and improvements. Payments historically had been made in November following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current fiscal year will also be made in September of the collection year, with the balance of the fiscal year's applicable receipts to be made early in the following fiscal year.

Increase from 1991 Base

(dollars in thousands)

	1991 <u>Base</u>	1991 <u>Estimate</u>	<u>Difference</u>
\$	1,176	1,268	+92
(FTE)	(---)	(---)	(---)

An increase of \$92,000 is projected for 1991. This increase is primarily as a result of an anticipated increase in land sales due to the lifting of the injunction associated with the National Wildlife Federation lawsuit and an increase in the collections from sold timber from the Public Domain lands due to anticipated higher sale prices of the timber being harvested.

Activity: Payments to States from grazing receipts, etc.,
public lands outside grazing districts

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	1,289	1,289	1,289	1,280	-9
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	1,289	1,289

There is no impact to this activity resulting from PL 99-177.

1991 Base

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315b and 315i), the States are paid 50 percent of the grazing fee receipts from Public Land outside of organized grazing districts. The 1991 Estimate is based on a continuation of the 1990 grazing fee of \$1.81/AUM. Payments had been made in November following the end of the fiscal year in which the receipts were collected, however, beginning in 1990, payments for the first 10 months of the current fiscal year will also be made in September of the collection year, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	1,289	1,280	-9
(FTE)	(---)	(---)	(---)

A decrease of \$9,000 is projected for 1991. This decrease is due to the decreased level of the grazing fee.

Activity: Payments to States from grazing receipts, etc.,
public lands within grazing districts

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	1,959	1,959	1,959	1,946	-13
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 Obligation <u>Limitation</u>
\$	1,959	1,959

There is no impact to this activity as a result of PL 99-177.

1991 Base

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315b and 315i), the States are paid 12 1/2 percent of the grazing fee receipts from lands within organized grazing district boundaries. The 1991 Estimate is based on a continuation of the 1990 grazing fee of \$1.81/AUM. Payments historically had been made in November following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current fiscal year will also be made in September of the year of collection, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Decrease from 1991 Base

(dollars in thousands)

	1991 <u>Base</u>	1991 <u>Estimate</u>	<u>Difference</u>
\$	1,959	1,946	-13
(FTE)	(---)	(---)	(---)

A decrease of \$13,000 is projected for 1991. This decrease is due to the decreased level of the grazing fee.

Activity: Payments to States from grazing receipts, etc., public lands
within grazing districts, miscellaneous

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	5	5	5	5	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	5	3

The impact of PL 99-177 is that 1990 payments will be limited to a total of \$3,000. The balance of \$2,000 will not be lost in payments to the states as the payments will only be deferred to 1991.

1991 program

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The 1991 Estimate is based on a continuation of the 1990 grazing fee of \$1.81/AUM. Payments historically had been made in November following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current collection year will also be made in September, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Activity: Payments to Alaska, National Petroleum Reserve

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	600	600	600	600	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	600	600

There is no impact to this activity as a result of PL 99-177.

1991 program

In accordance with 94 Stat. 1964 (42 U.S.C. 6508), Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from the leasing of oil and gas in the National Petroleum Reserve in Alaska for use in planning, construction, maintenance, and operation of essential public facilities and other necessary provisions of public service. Payments historically had been scheduled to be made semi-annually (June and November) for the previous 6 months collections. Beginning in September 1990, a payment will be made in the collection year for the previous four months collections, with the balance to be paid in the following November.

Activity: Payments to counties, National Grasslands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	520	520	520	519	-1
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	520	520

There is no impact to this activity as a result of PL 99-177.

1991 Base

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands, including grazing and mineral leasing, are paid to the counties in which such lands are located. These funds are used by the counties for schools and roads. Payments to the counties historically had been made in February following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current fiscal year will be made in September of the collection year, with the balance of the fiscal year's applicable receipts to be made early in the following fiscal year.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
\$	520	519	-1
(FTE)	(---)	(---)	(---)

A decrease of \$1,000 is projected for 1991. This decrease is due to the decreased level of the grazing fee.

Activity: Road Maintenance Deposits

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	5,000	5,000	5,000	4,500	-500
(FTE)	(80)	(80)	(80)	(80)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
\$	5,000	5,000

There is no impact to this activity as a result of PL 99-177.

1991 Base

Section 502 (c) of the Federal Land Policy and Management Act (FLPMA) (43 U.S.C. 1762(c)) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1735(b)), excluding \$225,000 which is earmarked for administrative expenses.

These road maintenance deposit funds are used in combination with funds appropriated in the "O&C Grant Lands" appropriation for transportation maintenance to accomplish the total level of workload on the BLM western Oregon road system. (See "O&C Grant Lands" section on Facilities Maintenance for a full program description.)

Decrease from 1991 Base*(dollars in thousands)*

	1991 Base	1991 Estimate	Difference
\$	5,000	4,500	-500
(FTE)	(80)	(80)	(---)

A decrease of \$500,000 is projected for 1991. This decrease is due to the anticipated continuation of the downward trend in the collection of road maintenance fees from commercial users of the road systems in western Oregon. The decreased amount of maintenance funding capability will result in 300 miles of scheduled maintenance to be foregone on western Oregon roads.

Activity: Payments to Nevada from receipts on land sales

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	1,500	1,500	1,500	1,500	---
(FTE)	(---	(---	(---	(---	(---

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 Obligation <u>Limitation</u>
\$	1,500	444

The impact of PL 99-177 is that 1990 payments will be limited to a total of \$444,000. The balance of \$1,056,000 will not be lost in payments to the counties as the payments will only be deferred to 1991.

1991 program

Public Law 96-586 of 1980 (Burton-Santini Act) authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. Payments to the State and County historically had been scheduled to be made in February of the fiscal year following the year of collection, however, beginning in 1990, payments for the first 10 months of the collection year will be made in September, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Activity: Payments from proceeds, sale of water

(dollars in thousands)

	1990 Enacted <u>To Date</u>	1990 Adjusted <u>Approp.</u>	1991 <u>Base</u>	1991 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$ (	---	---	---	---	---
(PTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted <u>To Date</u>	PL 99-177 Obligation <u>Limitation</u>
\$	---	---

There is no impact to this activity as a result of PL 99-177.

1991 program

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on Public Land strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

Funds derived from such proceeds have been consistently recommended for deferral each year by the Administration.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Permanent
Appropriations

	1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions.....	67	2050	67	2122	0	72
11.3 Positions other than permanent....	13	350	13	362	0	12
11.5 Other personnel compensation 1/...	(3)	100	(3)	104	---	4
Total personnel compensation	80	2500	80	2588	0	88
Other Objects						
12.1 Personnel benefits.....		400		414		14
21.0 Travel and transportation of persons		0		30		30
22.0 Transportation of things.....		1300		1382		82
23.2 Rental payments to others.....		50		50		0
23.3 Communications, utilities, and miscellaneous charges.....		5		5		0
25.0 Other services.....		520		460		-60
26.0 Supplies and materials.....		200		50		-150
31.0 Equipment.....		25		11		-14
41.0 Grants, subsidies, and contributions		129933		148732		18799
Total Requirements.....		134933		153722		18789

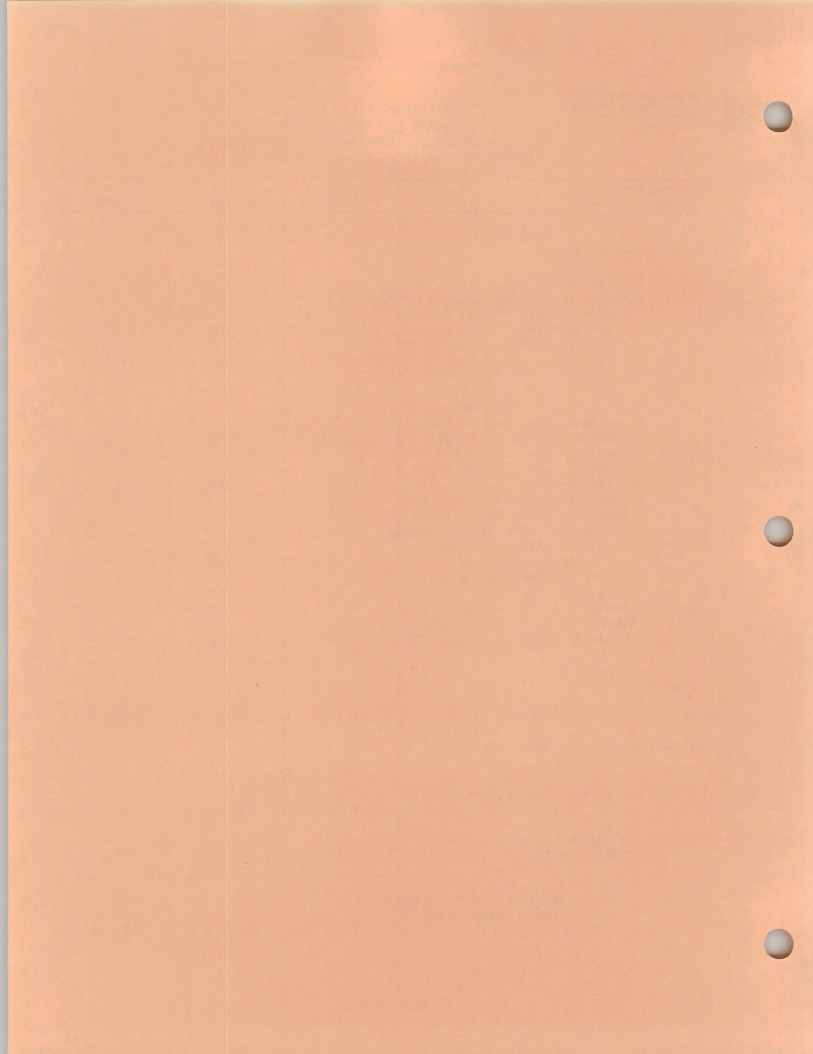
1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-9921-0-2-999			
Program by activities:			
00.01 Payments to Oklahoma (royalties).	5	4	4
00.02 Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	980	931	1,049
00.03 Payments to counties, Oregon and California grant lands.....	109,911	113,605	147,241
00.04 Payments to States (proceeds of sales).....	1,270	1,117	1,327
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,232	1,224	1,345
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,835	1,860	2,045
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	5	5	5
00.08 Payments to Alaska, National Petroleum Reserve.....	596	570	630
00.09 Payments to counties, national grasslands.....	465	494	545
00.10 Expenses, road maint. deposits...	8,187	4,748	4,752
00.11 Payments to Nevada from receipts on land sales.....	262	1,423	1,577
Financing:			
10.00 Total obligations.....	124,748	125,981	160,520
17.00 Recovery of prior year obligations.....	(125)	0	0
21.40 Unobligated balance available, start of year.....	(3,029)	(1,479)	(10,431)
21.10 Unobligated balance available, end of year.....	1,479	10,431	3,633
60.00 Budget authority (appropriation) (permanent, indefinite) (special fund).....	123,073	134,933	153,722



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STANDARD FORM 300
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-9921-0-2-999			
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	124,748	125,981	160,520
72.40 Obligated balance, start of year	100,646	102,362	1,260
74.40 Obligated balance, end of year..	(102,362)	(1,260)	(8,335)
78.00 Adjustments in unexpired account	(125)	0	0
90.00 Outlays.....	122,907	227,083	153,445
Distribution of budget authority by account:			
Payments to Oklahoma (royalties).....	5	4	4
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	980	980	980
Payments to counties, Oregon and California grant lands.....	109,911	121,900	141,100
Payments to States (proceeds of sales).....	1,270	1,176	1,268
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,232	1,289	1,280
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,835	1,959	1,946
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	5	5	5
Payments to Alaska, National Petroleum Reserve.....	596	600	600
Payments to counties, national grasslands.....	465	520	519
Expenses, road maintenance deposits....	6,312	5,000	4,520
Payments to Nevada from receipts on land sales.....	262	1,500	1,500



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	89 19 actual	90 19 estimate	91 19 estimate
14-9921-0-2-999			
Distribution of outlays by account:			
Payments to Oklahoma (royalties).....	5	4	4
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	980	920	1,003
Payments to counties, Oregon and California grant lands.....	108,162	214,830	140,790
Payments to States (proceeds of sales).....	1,270	1,106	1,269
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,232	1,212	1,286
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,835	1,842	1,955
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	5	5	5
Payments to Alaska, National Petroleum Reserve.....	596	564	603
Payments to counties, national grasslands.....	465	489	521
Expenses, road maintenance deposits....	8,095	4,701	4,502
Payments to Nevada from receipts on land sales.....	262	1,410	1,507



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-9921-0-2-999			
Personnel compensation:			
11.1 Full-time permanent.....	2,166	2,050	2,122
11.3 Other than full-time permanent.	382	350	362
11.5 Other personnel compensation...	113	100	104
11.9 Total personnel compensation.	2,661	2,500	2,588
12.1 Civilian personnel benefits.....	435	400	414
21.0 Travel and transportation of persons.....	25	0	30
22.0 Transportation of things.....	1,454	1,108	1,382
23.2 Rental payments to others.....	49	50	50
23.3 Communications, utilities, and miscellaneous charges.....	5	5	5
25.0 Other services.....	1,570	460	460
26.0 Supplies and materials.....	727	200	50
31.0 Equipment.....	28	25	11
32.0 Lands and structures.....	1,233	0	0
41.0 Grants, subsidies, and contributions.....	116,561	121,233	155,530
99.9 Total obligations.....	124,748	125,981	160,520



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-9921-0-2-999			
Total number of full-time permanent positions.....	74	67	67
Total compensable workyears: Full-time equivalent employment.....	88	80	80
Full-time equivalent of overtime and holiday hours	3	3	3
Average GS grade.....	9.30	9.30	9.30
Average GS salary.....	29,874	30,986	32,078



Appropriation Summary Statement

Appropriation: Cook Inlet Region, Inc. Property

This account receives funds appropriated by section 9102 of the 1990 Department of Defense Appropriations Act (P.L. 101-165) for the acquisition of Federal real properties, improvements on such lands or rights to their use or exploitation, and any personal property related to the land purchased by the Cook Inlet Region, Incorporated, as authorized by the provisions of section 12(b) of Public Law 94-204 (43 U.S.C. 1611). Funds are made available to the Bureau of Land Management for administration and subsequent payment.

Justifications of Program and Performance

Activity: Cook Inlet Region, Inc. Property

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Appropr.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
\$	150,825	150,825	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1611
P.L. 94-204

Public Law 94-204, amends the *Alaska Native Claims Settlement Act of 1971*, P.L. 92-203, by directing the Secretary to make conveyances to Cook Inlet Region Inc. (CIRI) in accordance to the "Terms and Conditions for Land Consolidation and Management in Cook Inlet Area".

43 U.S.C. 1611
P.L. 96-487

Section 1435 of the *Alaska National Interest Lands Conservation Act of 1980*, authorized CIRI to bid on surplus property in accordance with the Federal Property and Administrative Services Act of 1940 (40 U.S.C. sec. 484) and provided for the establishment of a CIRI surplus property account by the Secretary of the Treasury.

43 U.S.C. 1611
P.L. 97-468

Subsection 606(d) of Title VI of the *Alaska Railroad Transfer Act of 1982*, expanded the account by allowing CIRI to bid on properties anywhere in the United States.

P.L. 100-202
101 Stat. 1329-318

Sec. 127 of the 1988 Defense Appropriations Act authorized CIRI to bid at any public sale of property by any agent of the United States including the Department of the Defense.

P.L. 101-165

Section 9102 of the *1990 Department of Defense Appropriation Act* appropriated monies to be placed into the CIRI Treasury account for bidding purposes.

1991 program

Several statutes have granted authorities to various corporations and the State of Alaska to select parcels of the Federal domain in Alaska. The Alaska Statehood Act of 1958 granted the new state government 104 million acres of public domain. The Alaska Native Claims Settlement Act (ANCSA) of 1971 awarded Natives 44 million acres. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 added 104 million acres to national parks, wildlife refuges and other parts of the conservation system as well as clarifying and expanding upon issues relative to ANCSA. The State government has primarily selected lands with the potential for resource development. Native corporations, which were established to handle money and lands granted to Alaska Natives, also wanted lands that could be developed for the economic benefit of Alaska Natives, as well as some of the lands where Native peoples had historically lived, hunted, and fished.

The Cook Inlet Region, Incorporated (CIRI) was established as a Native corporation. Special problems associated with CIRI's ability to obtain lands entitled to it under ANCSA has resulted in a number of legislative and administrative resolutions. Amendments to the Alaska Native Claims Settlement Act in P.L. 94-204 of January 2, 1976 provided for (1) the established of a CIRI surplus property account for the purpose of bidding on Federal surplus property; (2) identified the amount to be charged against the surplus property account; and (3) the basis for computing gain or loss against CIRI's entitlement. P.L. 94-204 has been amended several times with respect to the land selections of CIRI. One of these amendments, P.L. 96-487 (December 2, 1980) provided for the established of a property account for CIRI. Another amendment to the Alaska Railroad Transfer Act in 1983, (P.L. 97-468, January 14, 1983) defined terms and conditions for the property account.

Based on the legislation, agreements between the Department of the Interior and CIRI further defined a mechanism to account for CIRI's entitlements and a system of priorities for allocations of debits resulting from the fulfillment of the CIRI entitlement. Funds for the account were appropriated, as permanent budget authority, by P.L. 101-165, the Department of the Defense Appropriations Act of 1990.

By agreement among the Department of the Interior, Department of the Treasury and the Office of Management and Budget, the BLM has been assigned the responsibility of monitoring the current status of the CIRI property account and appropriation, including semi-annual adjustments based upon provisions in the statutes.

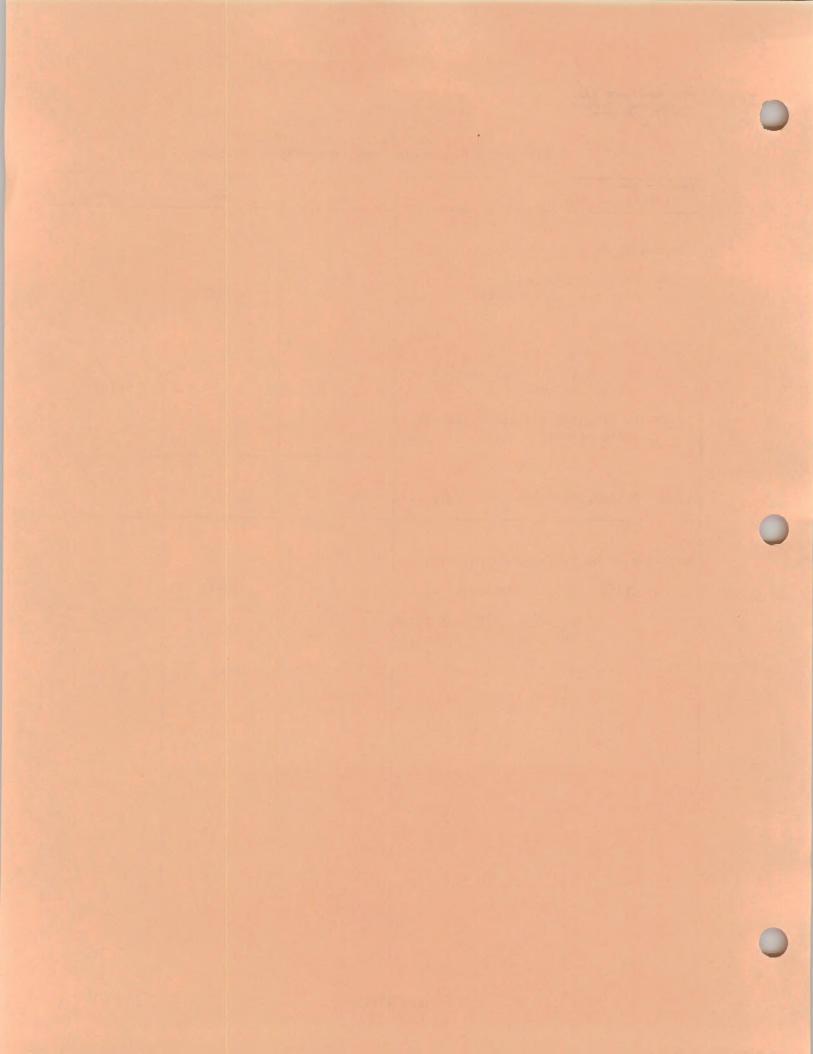


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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
COOK INLET REGION, INC. PROPERTY
Program and Financing (in thousands of dollars)

Identification code	19 89 actual	19 90 estimate	19 91 estimate
14-1118-0-1-302			
Program by activities:			
10.00 Total Obligations (object class 12.50).....	0	55,492	0
Financing:			
21.40 Unobligated balance available, start of year.....	0	0	(95,333)
24.40 Unobligated balance available, end of year.....	0	95,333	95,333
60.00 Appropriation.....	0	150,825	0
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	0	55,492	0
90.00 Outlays (excluding pay raise supplemental).....	0	55,492	0



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DETAIL OF PERMANENT EMPLOYMENT

	1989 Actual	1990 Estimate	1991 Estimate
Executive Level V.....	1	1	1
Subtotal.....	1	1	1
ES-5.....	8	8	8
ES-4.....	12	12	12
ES-3.....	3	3	3
ES-2.....	0	0	0
ES-1.....	1	1	1
Subtotal	24	24	24
GS/GM-15.....	65	67	68
GS/GM-14.....	176	181	183
GS/GM-13.....	542	558	565
GS-12.....	1349	1389	1406
GS-11.....	2069	2130	2156
GS-10.....	112	115	117
GS-9.....	1313	1352	1368
GS-8.....	179	184	187
GS-7.....	724	745	754
GS-6.....	495	510	516
GS-5.....	735	757	766
GS-4.....	431	444	449
GS-3.....	52	54	54
GS-2.....	5	5	5
GS-1.....	1	1	1
Subtotal.....	8248	8492	8595
Ungraded.....	413	460	450
Total permanent employment, end of fiscal year.....	8661	8952	9045

Appropriation Language Sheet

Administrative Provisions

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to \$25,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000 *Provided*, That appropriations herein made for Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further*, That appropriations herein made may be expended for surveys of Federal lands and on a reimbursable basis for surveys of Federal lands and for protection of lands for the State of Alaska: *Provided further*, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed: *Provided further*, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau: *Provided further*, That notwithstanding section 5901(a) of title 5, United States Code, the uniform allowance for each uniformed employee of the Bureau of Land Management shall not exceed \$400 annually: *Provided further*, that unobligated balances in the "Recreation Development and Operation of Recreation Facilities" account are to be deposited into the receipt account established by 16 U.S.C. 4601-6a(i): *Provided further*, That on each mining claim on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28-28(e)), and the filing requirements contained in Section 314(a) of the Federal Land Policy and Management Act (43 U.S.C. 1744(a)), and the related requirements in 314 (c) (43 U.S.C. 1744(c)), an annual mining claim holding fee of \$100.00 shall be paid to the Secretary of the Interior or his designee on or before September 30, 1991, and every year thereafter on or before September 30: *Provided further*, That such fee otherwise due on or before September 30, 1991, shall be waived upon a showing that the claimant has, by the effective date of this Act, completed the labor required by 30 U.S.C. 28 for the assessment year beginning September 1, 1990: *Provided further*, That the co-ownership provisions of 30 U.S.C. 28 will remain in effect except that the annual mining claim holding fee shall replace the assessment work requirements and expenditures and that resumption, as allowed by 30 U.S.C. 28, shall no longer apply after the effective date of this Act: *Provided further*, That failure to make the annual payment of the mining claim holding fee on or before September 30 shall be deemed conclusively to constitute an abandonment of the mining claim by the owner: *Provided further*, That notwithstanding the provisions of the Federal Grants and Cooperative Agreements Act of 1977 (31 U.S.C. 6301-6308), the Bureau is authorized to negotiate and enter into cooperative arrangements with public and private agencies, organizations, institutions, and individuals, to implement challenge cost-share programs.

Justification of Proposed Language Change

Administrative Provisions

1. Addition: *Provided further, that unobligated balances in the "Recreation Development and Operation of Recreation Facilities" account are to be deposited into the receipt account established by 16 U.S.C. 4601-6a(i):*

Since 1981 BLM has been precluded from obligating funds formerly available in the "Recreation Development and Operation of Recreation Facilities" account (14x5011) for program operations and this provision will allow BLM to deposit the existing unobligated balances (\$18,000) into the receipt account established by 16 U.S.C. 4601-6a(i). The closing of the Recreation Development and Operation of Recreation Facilities account and merging of the existing unobligated balance into the active Recreation Use Fees account (14x5108) would not only make the funds available for use by BLM but would allow both Treasury and BLM to reduce the number of accounts that require administration and regular reports.

2. Addition: *Provided further, That on each mining claim on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28-28(e)), and the filing requirements contained in Section 314(a) of the Federal Land Policy and Management Act (43 U.S.C. 1744(a)), and the related requirements in 314 (c) (43 U.S.C. 1744(c)), an annual mining claim holding fee of \$100.00 shall be paid to the Secretary of the Interior or his designee on or before September 30, 1991, and every year thereafter on or before September 30; Provided further, That such fee otherwise due on or before September 30, 1991, shall be waived upon a showing that the claimant has, by the effective date of this Act, completed the labor required by 30 U.S.C. 28 for the assessment year beginning September 1, 1990; Provided further, That the co-ownership provisions of 30 U.S.C. 28, will remain in effect except that the annual mining claim holding fee shall replace the assessment work requirements and expenditures and that resumption, as allowed by 30 U.S.C. 28 shall no longer apply after the effective date of this Act; Provided further, That failure to make the annual payment of the mining claim holding fee on or before September 30 shall be deemed conclusively to constitute an abandonment of the mining claim by the owner:*

This provision would establish and authorize a holding fee of \$100 for each mining claim on Federally owned land, in lieu of the current requirement under the General Mining Law of 1872, for the accomplishment and recordation of \$100 worth of annual assessment work per claim. Such holding fees must be deposited with the BLM on or before September 30, 1991, and every assessment year thereafter. For 1991, the claimant would not have to pay the holding fee if a showing was made that the assessment work for the 1990 assessment year (beginning September 1, 1990) was completed before the effective date of this Act. The proposed language also provides that failure to make the annual payment of the mining claim holding fee on or before September 30 shall be deemed conclusively to constitute an abandonment of the mining claim by the owner. It further provides that the co-ownership provisions of 30 U.S.C. 28 will remain in effect except that the annual mining claim holding fee shall replace the assessment work requirements and expenditures and that resumption, as allowed by 30 U.S.C. 28 shall no longer apply after the effective date of this Act.

Currently miners are required to file an affidavit stating that they have accomplished \$100 worth of assessment work per claim per year. The BLM currently collects \$5 per annual assessment filing and was authorized in the 1989 Department of the Interior and Related Agencies Appropriations Act to apply the collected

amount (1990 estimate for annual assessment filing is \$4.0 million) for the management of the program. The proposed holding fee is estimated to generate a total of \$97,500,000 in revenues in 1991. The proposal would provide the funding mechanism for the management of the Mining Law Administration Program (\$12,000,000 in 1991) in lieu of a direct appropriation, and in addition would provide for the administration of the collection and processing of the mining claim holding fees (up to \$7,500,000 in 1991 and thereafter) as well as generate additional revenues for the Treasury's General Fund (\$78 million).

The current provision in the General Mining Law for \$100 worth of annual assessment work represented a significant amount of activity and expenditure when originally enacted in 1872. However, in today's dollars, \$100 worth of activity has little significance as an indicator of commitment to develop and maintain a mining claim. In addition, questions have been raised about the enforceability of the assessment requirement. The 1991 proposal addresses these problems by replacing the assessment requirement with the annual holding fee. The proposal will provide both environmental and mineral production benefits. It will eliminate activities that result in surface disturbance of lands solely to maintain a claim. In addition, claimants who have no serious intention to mine, or who hold their claims solely for speculative purposes, may wish to relinquish claims rather than pay the annual holding fee. Since frivolous or speculative claims serve to limit the use of public lands by others, the holding fee proposal may in fact result in increased access to lands for multiple-use, including mineral development. This would increase opportunities for mineral exploration by other parties. The holding fee will not diminish the rights of a bona fide operator to conduct necessary exploration and development of mineral resources on public land.

In addition to the annual assessment requirements found in the General Mining Law, many states have similar requirements for assessment work on mining claims. Those requirements would not be affected by the proposal to substitute a holding fee for the Federal assessment requirements. However, the Administration will urge states with such requirements to remove them in order to further reduce unnecessary surface disturbance. States may wish to consider similar annual fees to "hold" claims under state law.

ADVISORY AND ASSISTANCE SERVICES

U.S. DEPARTMENT OF THE INTERIOR BUREAU OF LAND MANAGEMENT

(Dollars in thousands)

Account Title and Symbol		1989	1990	1991
Management of Lands and Resources:				
14-1109-0-1-302				
I. Contractual Services				
Individual	B.A.	---	---	---
Experts & Consultants	Oblig.	---	---	---
Consultants	Outlays	---	---	---
Studies,	B.A.	---	---	---
Analyses &	Oblig.	---	---	---
Evaluations	Outlays	---	---	---
Management &	B.A.	353	1,144	1,260
Professional	Oblig.	353	1,144	1,260
Support Svcs.	Outlays	353	1,144	1,260
Engineering	B.A.	---	---	---
& Technical	Oblig.	---	---	---
Services	Outlays	---	---	---
Subtotal	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
II. Personnel	B.A.	95	95	95
Appointments 1/	Oblig.	95	95	95
	Outlays	95	95	95
III. Advisory Committees	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Total	B.A.	448	1,239	1,355
	Oblig.	448	1,239	1,355
	Outlays	448	1,239	1,355

1/ Includes \$80,000 for Interagency Personnel Agreement With EPA

